Acknowledgements

In recognition of their dedication to this complex project, professional commitment to fulfilling the project goals, and personal desires to produce a quality document intended to guide the State of Wisconsin and the Department of Corrections in addressing the long-term institutional and facility development needs of the Wisconsin correctional system, while ensuring a safe and secure environment for staff and inmates, the following individuals are acknowledged for their contributions in the development of the Ten-Year Correctional Facility Development Plan:

Mead & Hunt, Inc.
Len Witke, AIA, Project Manager and Justice Planner
Pamela Brandon, Justice Planner
Jean Gohlke, Administrative Assistant
Brauna Hartzell, Project Scientist/GIS Specialist
Jan Horsfall, AIA, Architect
Alan Hutchins, AIA, Architect
Vince Paske, Design Visualization Specialist
Roger Porter, PE, Mechanical Engineer
Jen Scheutz, GIS Specialist
Ryan Spaulding, Design Visualization Specialist
Doug Van Leuven, PE, Mechanical Engineer
Yvonne Wheeler, Administrative Assistant
Tim Wipperfurth, PE, Mechanical Engineer

Mackesey & Associates, LLC
Paul Mackesey, FCSI, Consultant
Sheila Palinkas, FCSI, Consultant
Todd Ruffenacht, Consultant
# TEN-YEAR CORRECTIONAL FACILITY SYSTEM DEVELOPMENT PLAN

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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**

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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.
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:

![Diagram showing the Department of Corrections, Office of the Secretary, Division of Adult Institutions, Division of Community Corrections, Division of Juvenile Corrections, and Division of Management Services.]

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 into 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.
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.
Offender Population Projections and System Capacity

Throughout history, the ability to predict human behavior, and certainly inmate populations, has presented significant challenges for correctional agencies across the country. To a significant extent, inmate population levels are influenced by unpredictable factors, including: legislative policies, such as Truth in Sentencing; crime rates; arrests and criminal prosecutions; public fears of increased victimization; and failure of offenders to successfully complete community based programs and supervision, to name a few. Conversely, once offenders enter the correctional system, whether as inmates or on probation supervision, it is realistic, in part, that prison diversion or population reduction programs, for appropriate offenders, will impact population management and the future demand for secure confinement capacity.

The human and fiscal impacts of incarceration have become staggering. In Wisconsin, incarceration is costly: the average annual incarceration cost in a maximum security facility in 2007 was $35,039 per prisoner; in a medium security facility was $26,508 per prisoner; and in a minimum security center was $30,794. The juvenile correctional institution daily rate in 2007 was $209, or $76,285 on an annual basis. These costs associated with operating institutional programs contribute to a Wisconsin Department of Corrections budget of more than $1 billion per year.

In the 1990s the Wisconsin prison population increased dramatically and had tripled by the year 2000. Drug and alcohol offenders accounted for a significant growth in the incarcerated population. In fact, drug offenders accounted for more than twenty percent of the growth from 1996 to 2006, and drug and operating while intoxicated offenders were responsible for more than sixty percent of the growth from 2001 to 2006. During that time, the state was building or opening a new prison on average, every two years. Just eight years ago, the state led the country in the number of inmates that were housed in out-of-state facilities, peaking at almost 5000. By 2005, all of the inmates had been returned to occupy newly created prison capacity and county jails in Wisconsin.

In 1990, the Wisconsin year end prison population numbered 7,554; at the conclusion of 2007, the number had increased to 22,690 incarcerated adults. The inclusion of offenders on probation and parole supervision and juveniles being served in the institutions and community represented in excess of 95,000 individuals under the custody or supervision of the Department of Corrections; a trend that appears to be continuing as recently as May 2008. The sheer volume of offenders underscores the challenges facing the Department of Corrections in the next decade.

Adult 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 Consultants did not duplicate the population projection model developed for the Department and have liberally represented portions of this work, below. The final projections and the anticipated inmate populations form the basis for the facility recommendations that are contained in the Plan.

According to the APL report, “Wisconsin Offender Projections, Department of Corrections, State of Wisconsin, April 2008”, hereafter, the Report, the adult population projections predict the number of future
offenders for July of each year based on the share of the total general population of Wisconsin that offenders comprise. This methodology is known by demographers as a ratio (or share) method of forecasting. In this method, a subset of the population (in this case, offenders) is expressed as a proportion of the total population (here, the State of Wisconsin).

According to the method used by the APL, forecast changes in the population structure of the entire state serve as the foundation for the offender projections. The Report indicates that because total population changes in a highly predictable manner (through aging, births, deaths and migration), the forecasts of the total population of Wisconsin should be considered to be highly accurate over the next several years. Much of the projected growth in offenders is due to a projected overall increase in the number of young adults of racial and ethnic minority status in Wisconsin, according to the Report.

Offender Population Projection Model
The Applied Population Laboratory examined recent trends in offender commitment rates and certain assumptions about future birth, death and migration rates of the total Wisconsin population. Most importantly, assumptions about the future commitment rates were made. The Baseline Model was selected by the APL as being the most likely to represent future numbers of offenders. The assumptions on which the Model is based are included here.

- Assumes that commitment rates will continue in a similar fashion to what they averaged between 2000 and 2007.
- Assumes that recent population reduction programs can be sustained, but pressure to institutionalize inmates remains (e.g. policies similar to Truth in Sentencing continue through the future).
- For males, the projected population for 2008 holds the actual 2007 population constant. For females, the projected population for 2008-2011 holds the actual 2007 population constant. Since the projected trend is increasing, doing this avoids presenting an unlikely dip in the near future numbers.

Projected Male Institutionalized Offenders
The data for the institutionalized male population were disaggregated to account for differences in sex, race and age. The rates reflect the offender population divided by the total Wisconsin population, by age, sex and race. For example, based on the APL analyses, between 2000 and 2007, the rates of institutionalization increased for offenders under age 30 and over, while they declined for offenders under age 25. The resulting projections for the male institutionalized population are shown in the table below.
Table 1. Male Institutionalized Population
Projection: 2008 - 2020

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<tr>
<td>July 2009</td>
<td>21,878</td>
</tr>
<tr>
<td>July 2010</td>
<td>22,211</td>
</tr>
<tr>
<td>July 2011</td>
<td>22,553</td>
</tr>
<tr>
<td>July 2012</td>
<td>22,893</td>
</tr>
<tr>
<td>July 2013</td>
<td>23,224</td>
</tr>
<tr>
<td>July 2014</td>
<td>23,540</td>
</tr>
<tr>
<td>July 2015</td>
<td>23,841</td>
</tr>
<tr>
<td>July 2016</td>
<td>24,128</td>
</tr>
<tr>
<td>July 2017</td>
<td>24,403</td>
</tr>
<tr>
<td>July 2018</td>
<td>24,657</td>
</tr>
<tr>
<td>July 2019</td>
<td>24,891</td>
</tr>
<tr>
<td>July 2020</td>
<td>25,105</td>
</tr>
</tbody>
</table>

Source: Applied Population Laboratory-UW-Madison

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 assumptions made and the above projections, the Department can anticipate an increase of 3,310 male offenders from July 2008 to July 2020.

Projected Female Institutionalized Offenders
The APL analysis of the female institutionalized offender population suggests a history that is much more erratic than their male counterparts. While the male population increased in every year but 2005, the female population numbers were subject to upward and downward trends during the recent period from 2000 to 2007. Additionally, the APL suggests that the small female offender population makes this population more difficult to forecast. The female numbers are small enough that even a small change in the number of female offenders can have a substantial impact on rates of institutionalization. To address this situation, the APL grouped the female population in five year age groups, rather than the single year of age analysis done for the males. The rates of incarceration for females are generally decreasing at the youngest age groups, 17-19, 25-29, and are increasing at the 40 to 59 year age groups. Given the small numbers of incarcerated women, the APL concluded that the female population projections, therefore, may not be as accurate. The resulting population projections for the adult female population are shown in the table below.
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 assumptions made and the above projections, the Department can anticipate an increase of 136 female offenders by the end of the current Ten Year planning period.

**Total Inmate Population Projections: 2009-2020**

Based on the above methodology and assumptions for the model, the Department is expected to experience an overall 16% increase in the incarcerated population over the next decade from the current population of 22,911 to the projected population of 26,675 in the year 2020 as seen in Table 3.

<table>
<thead>
<tr>
<th>Year As of July 1</th>
<th>Male Population</th>
<th>Female Population</th>
<th>Total Population</th>
<th>% Change From Prior Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>5/9/08(Actual)</td>
<td>21,479</td>
<td>1,432</td>
<td>22,911</td>
<td></td>
</tr>
<tr>
<td>2008</td>
<td>21,795</td>
<td>1,434</td>
<td>23,229</td>
<td>1.4%</td>
</tr>
<tr>
<td>2009</td>
<td>21,878</td>
<td>1,434</td>
<td>23,312</td>
<td>.4%</td>
</tr>
<tr>
<td>2010</td>
<td>22,211</td>
<td>1,434</td>
<td>23,645</td>
<td>1.4%</td>
</tr>
<tr>
<td>2011</td>
<td>22,553</td>
<td>1,434</td>
<td>23,987</td>
<td>1.4%</td>
</tr>
<tr>
<td>2012</td>
<td>22,893</td>
<td>1,436</td>
<td>24,329</td>
<td>1.4%</td>
</tr>
<tr>
<td>2013</td>
<td>23,224</td>
<td>1,454</td>
<td>24,678</td>
<td>1.4%</td>
</tr>
<tr>
<td>2014</td>
<td>23,540</td>
<td>1,471</td>
<td>25,011</td>
<td>1.3%</td>
</tr>
<tr>
<td>2015</td>
<td>23,841</td>
<td>1,487</td>
<td>25,328</td>
<td>1.3%</td>
</tr>
<tr>
<td>2016</td>
<td>24,128</td>
<td>1,504</td>
<td>25,632</td>
<td>1.2%</td>
</tr>
<tr>
<td>2017</td>
<td>24,403</td>
<td>1,521</td>
<td>25,924</td>
<td>1.1%</td>
</tr>
<tr>
<td>2018</td>
<td>24,657</td>
<td>1,539</td>
<td>26,196</td>
<td>1.0%</td>
</tr>
<tr>
<td>2019</td>
<td>24,891</td>
<td>1,555</td>
<td>26,446</td>
<td>1.0%</td>
</tr>
<tr>
<td>2020</td>
<td>25,105</td>
<td>1,570</td>
<td>26,675</td>
<td>.9%</td>
</tr>
</tbody>
</table>
These projections identify the predicted number of inmates who are expected to be committed to the state correctional facilities during these timeframes. For capital budgeting and facility planning purposes, a determination of the capacity increases required for the various population classification levels and for other special populations need to be addressed. In addition, the existing facilities throughout the system are critically overcrowded and efforts to responsibly address current capacity shortfalls will also be incorporated in this Plan. The current distribution of the male and female populations according to the institution security type is shown in Table 4, below.

### Table 4. Current Inmate Population Distribution by Facility Type

<table>
<thead>
<tr>
<th>Facility Type</th>
<th>Male Population</th>
<th>Percent of Total Population</th>
<th>Female Population</th>
<th>Percent of Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reception</td>
<td>1,228</td>
<td>5.7%</td>
<td>84</td>
<td>5.9%</td>
</tr>
<tr>
<td>Maximum</td>
<td>3,978</td>
<td>18.5%</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Medium</td>
<td>11,745</td>
<td>54.7%</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Max/Med</td>
<td>666</td>
<td>46.5%</td>
<td>666</td>
<td>46.5%</td>
</tr>
<tr>
<td>Minimum</td>
<td>3,310</td>
<td>15.4%</td>
<td>682</td>
<td>47.6%</td>
</tr>
<tr>
<td>County Jails</td>
<td>898</td>
<td>4.2%</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Resource Center</td>
<td>320</td>
<td>1.5%</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>21,479</td>
<td>100.0%</td>
<td>1,432</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Source: DOC-302: Offenders Under Control on May 9, 2008

### Projected Male Inmate Populations by Security Level

The projected distribution of male inmates using the current distribution by security level is summarized in Table 5. For planning purposes the inmates currently housed in Wisconsin county jails are assumed to be medium security. The current reliance on the county jail contracts is subject to the availability of funds and the continued availability of jail bed capacity at the local level. To the extent such funds are not provided or the county needs the space for their own inmates, the DOC inmates will need to be absorbed in to the adult male institutions. The county jails that are currently housing state inmates can be seen in Appendix D. The DOC inmates currently housed at the Wisconsin Resource Center (WRC) operated by the Department of Health Services, present serious mental health and behavior management problems and are considered maximum security inmates.
The capacity increases identified above are only to accommodate the projected increases in the male institutionalized populations. The above bed increases will not address a number of existing conditions that are critical to the operation of safe and secure correctional institutions, namely:

- Existing occupancy throughout the adult institution system currently exceeds the design capacity in virtually every location.
- Continued operation of permanent dormitories and barracks within maximum and medium security institutions.
- Housing of inmates at higher security levels than their classification would warrant.
- Creation of “temporary” housing spaces in areas that were never designed for that purpose.
- Multiple occupancy of cells/room that were designed for single occupancy; existing square footage does not meet accepted correctional standards.

The recommendations in the Ten Year Correctional Facility System Development Plan will address these issues as appropriate.

For purposes of comparison, the projected population of male inmates that assumes 25% maximum security, 55% medium security and 20% minimum security beds is shown in Table 6.
### Table 6: Projected Male Inmate Population by Security Level; 2008 – 2020

<table>
<thead>
<tr>
<th>Year</th>
<th>Maximum 25.0%</th>
<th>Medium 55%</th>
<th>Minimum 20%</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>July 2008</td>
<td>5,449</td>
<td>11,987</td>
<td>4,359</td>
<td>21,795</td>
</tr>
<tr>
<td>July 2009</td>
<td>5,470</td>
<td>12,032</td>
<td>4,376</td>
<td>21,878</td>
</tr>
<tr>
<td>July 2010</td>
<td>5,553</td>
<td>12,216</td>
<td>4,442</td>
<td>22,211</td>
</tr>
<tr>
<td>July 2011</td>
<td>5,638</td>
<td>12,404</td>
<td>4,511</td>
<td>22,553</td>
</tr>
<tr>
<td>July 2012</td>
<td>5,723</td>
<td>12,591</td>
<td>4,579</td>
<td>22,893</td>
</tr>
<tr>
<td>July 2013</td>
<td>5,806</td>
<td>12,773</td>
<td>4,645</td>
<td>23,224</td>
</tr>
<tr>
<td>July 2014</td>
<td>5,885</td>
<td>12,947</td>
<td>4,708</td>
<td>23,540</td>
</tr>
<tr>
<td>July 2015</td>
<td>5,960</td>
<td>13,113</td>
<td>4,768</td>
<td>23,841</td>
</tr>
<tr>
<td>July 2016</td>
<td>6,032</td>
<td>13,270</td>
<td>4,826</td>
<td>24,128</td>
</tr>
<tr>
<td>July 2017</td>
<td>6,101</td>
<td>13,421</td>
<td>4,881</td>
<td>24,403</td>
</tr>
<tr>
<td>July 2018</td>
<td>6,165</td>
<td>13,561</td>
<td>4,931</td>
<td>24,657</td>
</tr>
<tr>
<td>July 2019</td>
<td>6,223</td>
<td>13,690</td>
<td>4,978</td>
<td>24,891</td>
</tr>
<tr>
<td>July 2020</td>
<td>6,276</td>
<td>13,808</td>
<td>5,021</td>
<td>25,105</td>
</tr>
<tr>
<td><strong>Bed Increase</strong></td>
<td><strong>827</strong></td>
<td><strong>1,821</strong></td>
<td><strong>662</strong></td>
<td><strong>3,310</strong></td>
</tr>
</tbody>
</table>

### Projected Female Inmate Populations by Security Level

The projected distribution of female inmates using the current distribution by security level is summarized in Table 7. For planning purposes, the only planned capacity increase anticipated for the female population is the 45 bed unit at the Wisconsin Resource Center that will become operational some time during 2010.

### Table 7: Projected Female Inmate Populations by Security Level: 2008 - 2020

<table>
<thead>
<tr>
<th>Year</th>
<th>Reception 5.9%</th>
<th>Maximum/ Medium 46.5%</th>
<th>Minimum 47.6%</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>July 2008</td>
<td>85</td>
<td>667</td>
<td>682</td>
<td>1,434</td>
</tr>
<tr>
<td>July 2009</td>
<td>85</td>
<td>667</td>
<td>682</td>
<td>1,434</td>
</tr>
<tr>
<td>July 2010</td>
<td>85</td>
<td>667</td>
<td>682</td>
<td>1,434</td>
</tr>
<tr>
<td>July 2011</td>
<td>85</td>
<td>667</td>
<td>682</td>
<td>1,434</td>
</tr>
<tr>
<td>July 2012</td>
<td>85</td>
<td>668</td>
<td>683</td>
<td>1,436</td>
</tr>
<tr>
<td>July 2013</td>
<td>86</td>
<td>676</td>
<td>692</td>
<td>1,454</td>
</tr>
<tr>
<td>July 2014</td>
<td>87</td>
<td>684</td>
<td>700</td>
<td>1,471</td>
</tr>
<tr>
<td>July 2015</td>
<td>88</td>
<td>691</td>
<td>708</td>
<td>1,487</td>
</tr>
<tr>
<td>July 2016</td>
<td>89</td>
<td>699</td>
<td>716</td>
<td>1,504</td>
</tr>
<tr>
<td>July 2017</td>
<td>90</td>
<td>707</td>
<td>724</td>
<td>1,521</td>
</tr>
<tr>
<td>July 2018</td>
<td>91</td>
<td>715</td>
<td>733</td>
<td>1,539</td>
</tr>
<tr>
<td>July 2019</td>
<td>92</td>
<td>723</td>
<td>740</td>
<td>1,555</td>
</tr>
<tr>
<td>July 2020</td>
<td>93</td>
<td>730</td>
<td>747</td>
<td>1,570</td>
</tr>
<tr>
<td><strong>Bed Increase</strong></td>
<td><strong>8</strong></td>
<td><strong>63</strong></td>
<td><strong>65</strong></td>
<td><strong>136</strong></td>
</tr>
</tbody>
</table>
The capacity increases identified above are only to accommodate the projected increases in the female institutionalized populations. The above bed increases will not address a number of existing conditions that are critical to the operation of safe and secure correctional institutions, namely:

- Existing occupancy throughout the adult female institutions is approximately 128% of the design capacity with an expected need for 136 additional beds as seen above.
- Minimum security facilities for women are currently occupied at 145% of the design capacity with an expected need for 65 additional beds as seen above; additional medium security beds are also required to reduce current overcrowding at Taycheedah Correctional Institution.
- Need to address any remaining facility issues resulting from the 2005 Department of Justice assessment of conditions at the Taycheedah Correctional Institution.
- 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 female correctional facilities. Any proposed facility expansions or improvements must address these conditions in a responsible manner.

The adult population projections should be viewed 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 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 should serve to improve the management of the present severe crowding in the correctional system. A further investment in the use of alternatives to incarceration and changes in incarceration policies and practices must also be aggressively pursued.

**System Capacity**

Despite all of the prison expansion projects during the past two decades, the overcrowding in the adult correctional system continues. The operating principles and conditions that were the basis for the designated "operating capacity" that was originally developed in conjunction with the 1990 Correctional System Development Plan have never been fully realized largely due to the unanticipated increases in the population and increases in the average length of stay for inmates in the institutions. There are individual institutions at all security levels, maximum, medium and minimum that are operating well above their operating/design capacity. As part of this plan, the Consultants prepared an analysis of the current capacity and projected population increase and capacity shortfall through 2020. This information is shown in Table 8 and Table 9, below.

The two alternative capacity shortfalls shown in these tables represent the following conditions:

- **Alternative A** establishes the current DOC adult male institution capacity at 19,961. It represents the actual male population in the institutions on May 9, 2008 reduced by 300 beds that represent substandard sleeping quarters. The total system capacity, 21,281 beds, is then established by adding the DOC capacity, the Wisconsin Resource Center capacity and the ongoing capacity provided through contract beds (see
Appendix D). This total capacity is then compared to the Applied Population Laboratory (APL) adult male projections to determine the resulting capacity shortfall, assuming no increase in the bed capacity during the planning period.

- **Alternative B** also establishes the current male institution capacity at 19,961 and the total system capacity at 21,281. It then assumes that actions will be taken to eliminate multiple occupancy in 300 segregation cells and to reduce the multiple occupancy in the cell halls at the Waupun and Green Bay Correctional Institutions over a six year period. These actions result in a reduction of the overall male institution capacity. This modified capacity is then compared to the projections and the resulting capacity shortfall is shown.

Any unanticipated increase in the total male population will result in an even greater demand for bed capacity than illustrated below. The prospect of losing the county jail contract bed capacity due to a lack of funding or an increased need at the county level could have a significant impact on the male system, as well, if those beds are not replaced.

The constant in all of these capacity shortfalls for both males and females is the assumption that the Applied Population Laboratory population forecasts will not be exceeded. In the event this should happen, there would be a significant need for additional bed capacity in the system.
Table 8: ALTERNATIVE A - Adult Correctional Institution Male Capacity Shortfalls: 2009 – 2020

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>APL ADULT MALE PROJECTION</td>
<td>21,878</td>
<td>22,553</td>
<td>23,224</td>
<td>23,841</td>
<td>24,403</td>
<td>24,891</td>
<td>25,105</td>
</tr>
<tr>
<td>DAI Capacity 5/9/2008</td>
<td>19,961</td>
<td>19,961</td>
<td>19,961</td>
<td>19,961</td>
<td>19,961</td>
<td>19,961</td>
<td>19,961</td>
</tr>
<tr>
<td>WRC Capacity</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
</tr>
<tr>
<td>Jail Contracts</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
</tr>
<tr>
<td>TOTAL CAPACITY</td>
<td>21,281</td>
<td>21,281</td>
<td>21,281</td>
<td>21,281</td>
<td>21,281</td>
<td>21,281</td>
<td>21,281</td>
</tr>
<tr>
<td>(1) Capacity Shortfall</td>
<td>(597)</td>
<td>(1,272)</td>
<td>(1,943)</td>
<td>(2,560)</td>
<td>(3,122)</td>
<td>(3,610)</td>
<td>(3,824)</td>
</tr>
</tbody>
</table>

(1) APL population projection minus total adult male capacity, including the WRC beds & continued use of contract beds
### Table 9: ALTERNATIVE B – Adult Correctional Institution Male Capacity Shortfalls; 2009 - 2020

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>APL ADULT MALE PROJECTION</strong></td>
<td>21,878</td>
<td>22,553</td>
<td>23,224</td>
<td>23,841</td>
<td>24,403</td>
<td>24,891</td>
<td>25,105</td>
</tr>
<tr>
<td><strong>DAI Capacity</strong></td>
<td>19,961</td>
<td>19,661</td>
<td>19,221</td>
<td>18,781</td>
<td>18,256</td>
<td>18,256</td>
<td>18,256</td>
</tr>
<tr>
<td><strong>WRC Capacity</strong></td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
<td>320</td>
</tr>
<tr>
<td><strong>Jail Contracts</strong></td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
<td>1,000</td>
</tr>
<tr>
<td><strong>TOTAL CAPACITY</strong></td>
<td>21,281</td>
<td>20,981</td>
<td>20,541</td>
<td>20,101</td>
<td>19,576</td>
<td>19,576</td>
<td>19,576</td>
</tr>
<tr>
<td><strong>Capacity Shortfall</strong></td>
<td>(597)</td>
<td>(1,572)</td>
<td>(2,683)</td>
<td>(3,740)</td>
<td>(4,827)</td>
<td>(5,315)</td>
<td>(5,529)</td>
</tr>
</tbody>
</table>

(1) Capacity reduction that eliminates double occupancy in 300 segregation cells
(2) Capacity reduction that eliminates double occupancy in 440 cells at the WCI
(3) Capacity reduction that eliminates double occupancy in 440 cells at the WCI
(4) Capacity reduction that eliminates double occupancy in 525 cells at the GBCI

---

![Graph showing total capacity and APL adult male projection with capacity shortfalls marked from 2009 to 2020.](image-url)
The two capacity shortfalls shown in Table 10 represent alternative capacity levels for the adult female inmate population that address:

- The capacity needed to eliminate the current overcrowding in the female institutions and address the projected APL population increase.
- The capacity needed to address only the projected APL population increase.

Table 10: Adult Correctional Institution Female Capacity Shortfalls: 2009 – 2020

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>APL ADULT FEMALE PROJECTION</strong></td>
<td>1,434</td>
<td>1,434</td>
<td>1,454</td>
<td>1,487</td>
<td>1,521</td>
<td>1,555</td>
<td>1,570</td>
</tr>
<tr>
<td>DAI Design Capacity 5/9/2008</td>
<td>1,123</td>
<td>1,123</td>
<td>1,123</td>
<td>1,123</td>
<td>1,123</td>
<td>1,123</td>
<td>1,123</td>
</tr>
<tr>
<td>DAI Occupancy 5/9/2008</td>
<td>1,432</td>
<td>1,432</td>
<td>1,432</td>
<td>1,432</td>
<td>1,432</td>
<td>1,432</td>
<td>1,432</td>
</tr>
<tr>
<td>(1) Capacity Shortfall</td>
<td>(311)</td>
<td>(311)</td>
<td>(331)</td>
<td>(364)</td>
<td>(398)</td>
<td>(432)</td>
<td>(447)</td>
</tr>
<tr>
<td>(2) Capacity Shortfall</td>
<td>(2)</td>
<td>(2)</td>
<td>(22)</td>
<td>(55)</td>
<td>(89)</td>
<td>(123)</td>
<td>(138)</td>
</tr>
</tbody>
</table>

(1) APL Population projection minus female institution design capacity per DOC-302- May 9, 2008
(2) Assumes continued overcrowding at 128% capacity level; addresses population increase, only

Summary

The Ten Year Correctional Facility System Development Plan will address capacity shortfalls that are driven by the projected population increase, in addition to current operating and occupancy conditions impacted by the existing overcrowding. The recommendations are intended to offer alternatives to increasing various institution capacities, which may or may not be initiated, depending on the actual population growth, the outcomes and actual experience of programs and policies that will improve population management, potential loss of contract bed capacity and the future demand for secure confinement.
Core and Support Space Analysis

Although the development of new correctional bed capacity is the highest priority for the 10-Year Correctional Facility System Development Plan, as the number of offenders housed at the various correctional institutions increases there will be a corresponding need for additional core and support space. The current inmate population at the institutions and correctional centers has placed a significant strain on the existing spaces and the infrastructure has been affected. The area that was once used to feed 250 inmates in one institution is now providing for 550 inmates. While the DOC staff has done everything it can to utilize existing space, the excessive use in many areas has taken its toll.

During the time the 1990 Wisconsin Department of Corrections Development Plan was being prepared, the largest projected increase in the inmate population in state history and throughout the country was being anticipated. It was those projections that influenced the need to not only build more institutions, but to look seriously at how to expand the existing DOC institutions. The impact, from a design and operations perspective, was that all the previously accepted planning norms for large adult institutions were being challenged; the idea of an ideal institution size of 500 inmates was no longer practical. A smaller facility was no longer considered better for state correctional systems or the inmates within these institutions because of the limited access to staff, programs, and core and support services. The end result in many states was that the standard institution size was increased to any where from 1000 to 2500 prisoners, making them more cost efficient to operate for the correctional systems. This change also reduced the number of times state agencies had to struggle with local communities to site these institutions. This approach to prison construction, for the first time, put an emphasis on the need to plan institutions that were flexible and could easily be expanded in the future to respond to the unprecedented growth in the inmate populations.

The American Correctional Association (ACA) after much debate among its members, modified the recommendations contained in its own standards and eliminated the previously recommended 500 bed facility as the preferred size for an adult institution. Instead, the ACA offered that with the use of new supervisory models such as direct supervision or unit management the institution size should not be governed solely by the number of inmates housed at the institution. Subsequently, other factors including the ratio of staff to inmates, the amount of time inmates were allowed out of their cells, the nature of the operational and management philosophy of the institution, and the amount of core and support space available to provide inmates with the necessary services and programs to improve themselves and reduce idleness became critical considerations.

This professional perspective presented by the ACA significantly influenced the preparation of the 1990 Wisconsin Correctional System Development Plan. The idea that the amount of core and support service capacity available at an institution were the true governing factors for the number of inmates an institution could serve and not simply how many beds could be placed within an institution became the new guideline for system development. As a result, all of the institutions that were surveyed for the 1990 Plan were reviewed for the amount of space that was dedicated to each of the core and support elements and this information was recorded. The core spaces including food service, laundry, visiting, education and vocational education, health services, as well as exercise and recreation were individually assessed. The support functions including administration, warehouse, vehicle storage, security (central control and perimeter fence systems), power plant, and site infrastructure were individually reviewed. The end result was that the 1990 Plan recommended that
significant increases in the core and support elements of existing institutions were necessary in order to adequately service the housing that was planned at each of the correctional institutions.

The passage of time and the increasing demand to provide institutional capacity for an even greater number of inmates than anticipated during the period of the 1990’s and early 2000’s, forced the DOC to overcrowd its existing institutions at a pace far greater than recommended in the 1990 DOC Development Plan. Even though the Plan had strongly recommended single cell occupancy in the existing maximum security institutions, many of these institutions continued, and in some cases, increased the number of cells that were occupied with two inmates. The 1990 Plan had recommended double-celling inmates at a rate of 150% in new medium-security institutions that were specifically designed with larger cells and in most cases the new medium security institutions were built with those standards in mind. The Department had limited choices given the lack of funding to build new institutions or acquire bed capacity from other state, local or private systems, other than to double those housing unit cells at 175% to 200% of the available capacity to provide for the influx of inmates admitted to its custody by the courts and those being returned from contract prison beds outside the State of Wisconsin. This level of overcrowding was never anticipated in the 1990 DOC Development Plan. As a consequence, the recommendations for expansion of the core and support facilities that had been proposed in that Plan and changes that have been approved in the last fifteen years by the State, have simply not been sufficient to cope with the needs of the current inmate population in the system, let alone the increase in the future inmate population.

The impact of this overcrowding in the existing DOC institutions is quite obvious. There is a great deal of inmate idleness due to the lack of inmate jobs and access to programs and education. Most inmate programs have significant waiting lists that often result in the inability of the offender to access them prior to their release. There is a lack of indoor exercise and recreation. These conditions result in frustration for the correctional staff, inmates and their families. These circumstances become counterproductive to the mission of the Department of Corrections and its commitment to assisting individuals who are incarcerated in improving themselves and their successful reintegration in to the community upon release from prison.

In addition to the limited access to programs and services as a result of the overcrowding, the lack of space for various functions within the existing buildings, in some cases has become paralyzing. It is not unusual to see staff and inmates literally tripping over one another or a piece of equipment in areas like health services. The quantity of food being produced in certain institutions requires staff and inmates to work two and three shifts; equipment breakdowns can be devastating to providing the needed meals. Occasionally, the construction of new buildings on the already crowded institution grounds hinders observation by the staff in guard towers or on foot patrol. The lack of long-range planning to address the needs of the site infrastructure is significant at many institutions. The everyday system failures, lack of access to repair parts because of equipment obsolescence, and system overloads due to overcrowding present real threats to the continuation of service at several DOC institutions.

Individual institution master plans are sorely needed at several of the major institutions to effectively address the numerous systems and building problems that exist. The necessary improvements will have to be phased to ensure that proper replacement and upgrading occurs to sustain current operations while the planning for the recommended new building projects and existing building renovations takes place. It is critical that the
Department request funding for the site specific Master Plans now so that the long range planning can begin and new work can be appropriately staged in conjunction with the critical improvements to the infrastructure systems in the institutions. Even though institution maintenance staff has done reasonably well over the years in their efforts to keep the institutions in an acceptable operating condition and the Department has requested funds through the Capital Budget process, there has not been a comprehensive, integrated response to these problems throughout the system. Many of the solutions have been temporary fixes that often neglect to consider the ramifications of one system upon another. The solutions many not consider the long-range facility goals including sustainability, life cycle cost impact, flexibility, and obtaining the absolute best value for the dollars invested in the problem. In part, this may be a logical outcome of several budget cycles where the State’s indebtedness has not allowed for some of these projects to be fully funded.

It is often difficult to focus on the need to strive for the highest and best solution when you are involved in a day to day struggle to endure and maintain what exists. On the other hand, in order to be a responsible steward for the institutions the Department must continue to request funding for these much needed projects. This will necessitate that the State Legislature impose a higher priority on the Department’s critical needs in the upcoming biennial budgets in order for the institutions to operate safely and responsibly carry out the mission and goals of the agency. In addition, even though there may be slightly different points of view on what the actual increase in the number of offenders will be during the next ten years, there is no doubt that the system can expect an increase in the men and women who will require secure confinement, for a longer period of time, in the DOC institutions. The ability of the system to responsibly address that population growth will require a significant expansion of the housing capacity, core and support systems at several existing DOC institutions. The Department must continue to insist that the expansion of core and support facilities within its existing institutions is critical to its ability to properly accommodate the current inmate population and the anticipated future growth in the inmate population. The existing shortfalls in these areas cannot be overlooked.

While reviewing the requirements for each of the core and support services, this Plan examined two of the more recently completed DOC institutions to derive the space standards that should be used to plan and design the required areas for the major core and support services. Throughout the development of this Plan, other state departments of corrections were contacted; their standards were not applicable to this Plan either because of the way they were providing services to inmates or the fact that the state did not have standards that they applied uniformly to their building projects. As a result, it was agreed that this Plan would use the standards applied by the Wisconsin Department of Corrections in these most recently completed institutions as examples. One exception to this approach would be in those situations where a minimum amount of space is required for a particular function regardless of the institution size or the number of inmates served; this will need to be addressed by the DOC in its Capital Budget request.

The Red Granite and the New Lisbon Correctional Institutions are the latest facilities to be completed by the Department, in 2001 and 2002, respectively. Even though the Stanley Correctional Institution was also completed in 2002 it was constructed using different design and operational standards and is not being considered as representative of what the State of Wisconsin would normally consider as acceptable standards. This Plan determined the gross area of each individual support space and divided that area by the number of inmates the institution was designed to accommodate. The resulting number represents the ratio of support space, in assignable square feet, to inmates typically housed at the two institutions and incorporates the
average of those two numbers as the standard for the particular function unless it was determined that in both examples the space was either undersized or oversized. Under these circumstances adjustments were made to the square foot allocation accordingly.

The following represents the specific details of the analyses of previous construction projects and findings as they apply to each of the core and support services:

- **Administration**
  The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 5,715 square feet (sq ft) which is 4 sq ft per inmate. The RGCI currently has 8,949 sq ft which is 6 sq ft/inmate. **The recommended area per inmate would be 5.0 sq ft.**

- **Education**
  The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 7,838 square feet (sq ft) which is 5.3 sq ft per inmate. The RGCI currently has 6,707 sq ft which is 4.5 sq ft/inmate. **The recommended area per inmate would be 4.9 sq ft.**

- **Food Service**
  The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 12,284 square feet (sq ft) which is 8.5 sq ft per inmate. The RGCI currently has 16,463 sq ft which is 11 sq ft/inmate. **The recommended area per inmate would be 9.8 sq ft.**

- **General Population Housing**
  The area was designed for the designated population of 750 at each institution. The NLCI currently has 78,200 sq ft which is 104.3 sq ft per inmate. The RGCI currently has 79,479 sq ft which is 106.0 sq ft per inmate. **The recommended area per inmate would be 105.0 sq ft.**

- **Health Services Unit**
  The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 8,429 square feet (sq ft) which is 5.5 sq ft per inmate. The RGCI currently has 11,000 sq ft which is 7.4 sq ft/inmate. **The recommended area per inmate would be 6.5 sq ft.**

- **Indoor Exercise**
  The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 7,348 square feet (sq ft) which is 5 sq ft per inmate. The RGCI currently has 7,559 sq ft which is 5 sq ft/inmate. **The recommended area per inmate would be 5.0 sq ft.**
Inmate Property
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 4,920 square feet (sq ft) which is 3.3 sq ft per inmate. The RGCI currently has 1,712 sq ft which is 1.2 sq ft/inmate. The recommended area per inmate would be 2.3 sq ft.

Lobby/Waiting
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 1835 square feet (sq ft) which is 1.3 sq ft per inmate. The RGCI currently has 2,844 sq ft which is 1.9 sq ft/inmate. The recommended area per inmate would be 1.6 sq ft.

Maintenance
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 3,326 square feet (sq ft) which is 2.2 sq ft per inmate. The RGCI currently has 5,615 sq ft which is 3.8 sq ft/inmate. The recommended area per inmate would be 3.0 sq ft.

Programming
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 6,162 square feet (sq ft) which is 4 sq ft per inmate. The RGCI currently has 4,036 sq ft which is 2.7 sq ft/inmate. The recommended area per inmate would be 3.4 sq ft.

Segregation
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 17,608 square feet (sq ft) which is 12 sq ft per inmate. The RGCI currently has 15,718 sq ft which is 10.5 sq ft/inmate. The recommended area per inmate would be 11.3 sq ft.

Shipping and Receiving
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 3,185 square feet (sq ft) which is 2.2 sq ft per inmate. The RGCI currently has 1,708 sq ft which is 1.1 sq ft/inmate. The recommended area per inmate would be 1.7 sq ft.

Vehicle Maintenance/Vehicle Storage
The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 5,348 square feet (sq ft) which is 4 sq ft per inmate. The RGCI currently has 4,570 sq ft which is 3 sq ft/inmate. The recommended area per inmate would be 3.5 sq ft.
Visiting

The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 6,471 square feet (sq ft) which is 4.3 sq ft per inmate. The RGCI currently has 8,027 sq ft which is 5.4 sq ft/inmate. **The recommended area per inmate would be 4.9 sq ft.**

Warehouse

The area was designed for a total population of 1500 at each institution, even though initial occupancy was approximately 750 inmates. The NLCI currently has 14,619 square feet (sq ft) which is 10 sq ft per inmate. The RGCI currently has 11,796 sq ft which is 8 sq ft/inmate. **The recommended area per inmate would be 9.0 sq ft.**

Summary

It is recommended that as new space standards are developed for the Department of Corrections projects and the architects and engineers (A/E) develop the detailed space programs for the core and support facilities in these projects, that the square foot per inmate guidelines presented here be applied as a part of that process. Furthermore, if prototypical building plans exist that the Department would like to reuse for a particular core or support building or element of a building, that the A/E assigned consider these area recommendations as they develop the space requirements and modify the prototype building if the recommended square foot area per inmate suggests a larger area than called for in the existing prototype plan.
Facility Evaluations of DAI Correctional Institutions

The Division of Adult Institutions (DAI) is one of four major divisions within the Department of Corrections. The Division has the primary responsibility for the administration of and the provision of institutional services to incarcerated adults. Within the DAI there are eighteen major correctional institutions throughout the state, as shown in Appendix C, that provide services for the maximum, medium and minimum custody adults in a variety of correctional settings. The major institutions offer a continuum of services across all the security levels that are designed to offer offenders the opportunities to develop the skills necessary to lead law-abiding lives upon their release to the community.

Overview

The mission of the Division of Adult Institutions 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. The primary goals directed toward the accomplishment of this mission include:

- Promote public safety and offender success from admission to custody through reentry 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

Programs and Services

Each of the correctional institutions is unique because of its historic development, specialized programming, individual mission and the contributions it makes to the system’s ability to address the needs of the adult offender. The correctional institutions vary in the number of offenders served at a site from 150 to over 2000 inmates.

- The designated maximum security facilities include the Dodge Correctional Institution, the Waupun Correctional Institution, the Green Bay Correctional Institution, the Columbia Correctional Institution, and the Wisconsin Secure Program Facility.
- The designated medium security facilities include the Fox Lake Correctional Institution, the Jackson Correctional Institution, the Kettle Moraine Correctional Institution, the Milwaukee Secure Detention Facility, the New Lisbon Correctional Institution, the Oshkosh Correctional Institution, the Prairie du Chien Correctional Institution, the Racine Correctional Institution, the Racine Youthful Offender Correctional Facility, the Redgranite Correctional Institution and the Stanley Correctional Institution.
- Two of the four minimum security institutions, Fox Lake-Minimum and the Sturtevant Transitional Facility, adjoin the FLCI and RCI medium security institutions, respectively.
- The other minimum security institutions include the Chippewa Valley Correctional Treatment Facility and the Oakhill Correctional Institution.
All of the inmates housed in the correctional institutions are convicted male felons (with the exception of women at the Milwaukee Secure Detention Facility) who are classified maximum, medium, minimum or minimum-community custody based upon criteria which includes their offense and sentence structure, prison adjustment, risk of escape and/or outstanding warrants or detainers. Probationers or parolees with felony convictions may also be placed at the minimum security institutions as an alternative to revocation (ATR) when there have been violations of their community supervision.

The primary focus of the institutions is to prepare and assist the inmates in their successful transition and reintegration back to the community. Many of the inmates are involved in treatment and/or education programs that vary depending on the particular institution. Within the correctional institution system, the major program offerings include an array of treatment programs designed to address the identified needs of the offender. Such programs include residential and dual diagnosis alcohol and other drug abuse treatment, anger management, domestic violence, sex offender treatment, cognitive interventions, parenting and childhood abuse counseling. Given the importance that is placed on education and its critical role in the future success of the offender in the community, various levels of educational programming are also offered at all facilities. These would include Adult Basic Education, General Education Diploma, High School Equivalency Diploma, Special Education, Title 1, College of the Air, Correspondence Courses and a full array of vocational training certificate programs that are offered in conjunction with the Wisconsin Technical College system.

In addition to treatment and educational programs many of the inmates also have work responsibilities that are required to maintain the daily operation of the correctional institution or support the Badger State Industries operation.

**Population Data**

The current design capacity shown for the major DOC adult correctional institutions, according to the DOC-302, Offenders Under Control on May 9, 2008, was 15,406. On that same day there were 21,693 offenders assigned to these facilities. For operational and planning purposes the DOC has established the actual occupancy capacity for these facilities at 19,961 as of that date. The need to address the current crowding and capacity shortfalls, in addition to the future demand for secure correctional institution capacity, is expected to increase over the next ten years.

The average daily populations during the past five years and the reported population on May 9, 2008 at the various major DOC male correctional institutions are shown in Table 1.
Table 1: Average Daily Adult Male Populations: 2003-2007; Population Count on 5/9/2008

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<th>Facility</th>
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<th>2005</th>
<th>2006</th>
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Source: DOC Average Daily Population Fiscal Year Cost Report

During the five year period from 2003 to 2007 the average daily population for the above major correctional institutions increased by 3,657 inmates. By 2004 the previously authorized prison construction projects at New Lisbon, Stanley and Chippewa Valley were complete and no additional capacity increases are currently underway.

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 Consultants did not duplicate the population projection model. It indicates that the male institutionalized population will be 25,105 by July 2020.

As a precautionary measure, and given the uncertainties associated with future legislative changes and predicting future human behavior, if the five year growth trends were to continue at the same rate as the period from 2003 - 2007, the average daily population could be expected to increase by an additional 7,300 inmates by 2017. If the more conservative growth rate of 479 inmates from 2006 to 2007 were to continue at the same rate, the average daily population could be expected to increase by an additional 4,790 by 2017. Considering these scenarios and the APL projections, the demand for increased prison capacity could range from 3,600 to as many as 7,300 beds. It is also important to note that these increased demands for additional bed capacity do not take into account the current overcrowded conditions that are causing the DOC institutions to operate well above their designated capacities.
Chippewa Valley Correctional Treatment Facility (CVCTF)

The Chippewa Valley Correctional Treatment Facility was originally constructed in 1966 as part of the Northern Wisconsin Center (NWC) operated by the Department of Health Services (DHS) and was known as Highview Hall. In 1999, WI Act 9 authorized the spending of $7.3 million for the conversion of the building to a correctional facility intended to serve an aging prison population and inmates with special medical needs. However, in 2003, WI Act 33 approved a mission change and planning was initiated for an AODA treatment facility. In April 2004 the Highview Hall was renamed and opened as the Chippewa Valley Correctional Treatment Facility. The CVCTF is the latest Wisconsin correctional institution to put the progressive philosophy of Alcohol and Other Drugs of Abuse (AODA) recovery-through-treatment into action.

The facility is on the grounds of the Northern Wisconsin Center, near Chippewa Falls in Chippewa County. The CVCTF functions as an adult male, minimum-security institution designed to address the specific needs of offenders with alcohol and other drug abuse problems. The CVCTF has housing facilities for 450 inmates on three floors of the building, divided into 12 individual wings. Each wing has a capacity to serve 38-44 inmates, depending on the physical layout. Each wing has 4 dormitory style living areas in which 8-11 men live. The CVCTF also has 24 individual rooms to accommodate inmates with special needs. The facility utilizes 300 beds for the AODA treatment program and 150 beds for inmate workers with job duties both within and outside the facility. Of the 300 AODA treatment beds, 35 are available to serve as an Alternative to Revocation (ATR) resource for probationers and parolees supervised by the Division of Community Corrections (DCC) who have violated their community supervision and are at risk of being returned to prison.

The authorized staffing pattern for the CVCTF includes approximately 165 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $13,160,695, representing an annual per capita cost of $29,181 and a daily per capita cost of $79 for each male offender served there.

As of May 9, 2008 the designated capacity for the CVCTF was 450. On that same day a population of 457 men was assigned to the facility.

Overview
The Chippewa Valley Correctional Treatment Facility is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders. The mission of the CVCTF is to provide minimum-custody offenders and offenders placed there as an alternative to revocation with specific programming to address their substance abuse needs. This is accomplished by using a wide range of professionals to delivery specific modules of treatment and by developing a facility-wide culture of reinforcement for positive behavior. The goal is to facilitate reintegration into the community with a greater chance of succeeding.

General Issues
The original building was designed and built in 1966 by the State as a facility that was intended for use in serving the developmentally disabled residents at the Northern Wisconsin Center. The facility’s main building consists of 220,000 square feet of space contained within a five-level building. The building footprint appears similar to an “X.”
A bank of elevators, stairs, and programming group rooms create a “central core.” On each floor, four wings extend outward from the central core. Each housing floor has four wings designated A, B, C, and D, and within each wing there are four pods, each housing 9 to 11 inmates. The second and third floors house general population inmates and the fourth floor houses inmate workers and is also used for the inmates participating in the earned release program. Typically 35 beds are designated for the Alternative to Revocation (ATR) inmates. There is no housing available on the first floor. The additional buildings which serve the CVCTF site include a vehicle maintenance/upholstery shop and a storage building.

Each housing wing contains a day room, toilet rooms and showers. Each floor has its own food servery area that includes milk dispensing machine, ice machine, microwave, toaster, and hot water dispenser.

The intake and reception of new inmates is done through the vehicle sally port, which works well. All new admissions come from other DOC institutions. The facility rarely receives more than three new inmates per day. Visitation is allowed from 3 p.m. to 9 p.m. on Monday, Thursday and Friday, and from 9 a.m. to 3 p.m. on Saturday, Sunday, and holidays. Individual visiting time is not limited except when inmates are in programming; then visiting is not permitted. Visiting space is also used for other functions including graduation, AA, training, and other activities. The security coverage is adequate, with two officer station locations.

The chapel is located on the first floor of the main building. Church services are conducted on Sundays and Tuesdays. For the Native American population there are sweat lodges held once per month; a new sweat lodge was recently built; a community volunteer comes in twice per month to conduct services for the Pagan group. Annual feasts were held for Native American, Pagan and Islamic inmates. The space is adequate for these needs.

The CVCTF Library serves the entire population and is open Monday through Friday, with evening hours on Wednesday. Inmates have made 20,509 visits to the library and 21,177 items have been loaned to them.

The computers in the library allow the inmates to have access to LexisNexis, the on-line legal library, word processing and JobNet. Individual EdNet accounts are used to access these programs. During the current fiscal year, 238 accounts were created and 196 were deleted due to releases and transfers, leaving 154 active accounts.

The CVCTF currently utilizes half of the existing warehouse space in the Northern Wisconsin Center General Stores building. The maintenance area is located in the basement and not adequate. There is no security coverage provided to the area. The air quality is not adequate within the space.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs designed to address specific needs, such as AODA, is expected to continue.

The design and operating capacity of the CVCTF is for 450 minimum-custody AODA inmates. The current occupancy of 457 is the maximum number of beds available in the AODA program space. Within the current
population, one hundred fifty inmates are on work assignments at the CVCTF, Badger State Industries (BSI), Northern Wisconsin Center (NWC), the Stanley Correctional Institution (SCI), and the local Humane Society. Any additional housing for the AODA program would require additional programming space and staff.

The inmates range in age from 17 to 92, with an average age of between 35 and 45. The average length of stay is approximately eight months in the AODA program. Inmates on work assignment could have a two-year length of stay. In addition, 11 percent of the inmate population has mental health issues that are dealt with during their stay. The Earned Release Program (ERP) has been in operation since December 2007.

Infrastructure Considerations
A combination domestic and fire service water main is piped from the Northern Wisconsin Center across East Park Avenue to the CVCTF. A new water tower, pipe main, and fire hydrant, completed in 2008, will provide all water services directly to the CVCTF. The plumbing fixtures and piping are generally in good condition. Standpipes are located in stairwells and sprinkler heads are located in all main areas except outbuildings and the administration building. The current fire sprinkler system is in good condition.

A central steam boiler plant located on the Northern Wisconsin Center campus provides steam for the facility. Steam is generated by four boilers fired by natural gas, fuel oil, and/or coal. The boilers provide steam at 100 psi pressure and are capable of generating 90,000 lbs/hr, which is more than enough capacity to satisfy all heating loads for the NWC and CVCTF. The steam tunnels, traps, and piping are in good condition. Piping insulation needs to be replaced. A steam pressure reducing station maintains 10psi steam pressure at the CVCTF. Steam is distributed to heating coils in the air handling units and convertors to provide hot water for the perimeter radiation heating system and domestic hot water.

The chilled water used for cooling is generated by a 400 ton centrifugal chiller and an associated evaporative cooling tower located at the CVCTF. The chiller is in poor shape, utilizes a CFC refrigerant, and needs to be replaced.

The HVAC system serving the basement and first floor includes air handling units w/ steam and chilled water coils, variable speed drives, variable volume reheat boxes and perimeter radiation. The upper floors are constant volume reheat systems with perimeter radiation. Most air handling units were replaced in 2001 and are in good condition. The reheat coils, ductwork, and VAV boxes are in good condition. Complaints of negative air pressure in the building should be addressed. The control system is pneumatic and in poor condition resulting in poor temperature control and energy waste. The HVAC controls should be replaced with a DDC system that includes a work station, software, controllers, sensors, and electronic actuators.

Xcel Energy is the utility provider for the CVCTF. The facility is currently fed from the main electric service (12,400V/ 1200A) located at the Northern Wisconsin Center powerhouse. The sub feeds from the center include two 480V/ 800A services. A 480V/ 180 KVA generator, provides emergency power for critical lights and equipment. Many critical loads are not on emergency power including magnetic locks, freezers, and computers. This needs to be addressed in addition to increasing generator capacity and providing emergency power to all critical loads. The outdoor lighting is inadequate in the yard and along the perimeter fence line.
The public address system is only usable with an outside line and needs to be upgraded. The IT system is connected to the DOC Central Office in Madison. The telephone system is a Mitel system, with CenturyTel as the service provider. The fire alarm system requires additional smoke detectors. The outbuildings which include the garage and root cellar do not have phone, data, or fire protection lines available.

Security Considerations
There are a total of 65 cameras throughout the facility, which are fixed units that have views only of the door locations. Video surveillance is inadequate and there are numerous blind spots. The exterior fence line, loading dock, vehicle sally port, inmate living areas, food service, program areas, and recreation yard contain no cameras. Currently, there is only VCR, not DVR, for the recording of camera monitors. The perimeter security consists of a single-fence line with no perimeter lighting system or surveillance. The radio system is Motorola-based and currently works well.

The current security staffing pattern does not provide officers for the foodservice, library, tool/maintenance, and HSU. In addition, there is a shortage of space for programming and staff offices. The square footage provided for the Central Control is adequate, but the space presents issues with the air intake. The touch-screen control console is six years old and not adequate for the current needs of the facility.

Food Service and Laundry
The food service operation is presently located in the basement of the main building (1124) central core. It has direct access to the loading dock which is located there. The air flow within the space has caused HVAC issues that are most noticeable when the dock doors are open. The area has experienced high temperatures, at times exceeding 100 degrees. There is equipment located near the kitchen for cooling, but it was never connected.

The CVCTF was originally intended to have a serving kitchen only, with food being produced at the Stanley Correctional Institution and transported to the facility for each meal period. The serving kitchen idea was quickly abandoned and the CVCTF now provides the bulk of the food that is consumed through its own production kitchen.

The existing food production space is not capable of handling any expansion. The office space and site lines for supervision are not satisfactory. The office space is suitable for two people however four to five staff routinely needs to occupy the space. The food service area is not supervised by a correctional officer; it employs four full-time Food Service Leaders and a Food Service Administrator. The food service staff is shared with the SCI. There are approximately 45 inmate workers.

The facility presently produces approximately 1500 meals per day in addition to 15-20 bag lunches. It also prepares and serves 20 to 30 special dietary meals on a daily basis.

At the time of the site visit the bakery goods were provided from the SCI, five days per week, with baked goods for the weekend being delivered to the facility on Friday. Now the CVCTF bakery production occurs on the second shift.
At the present time the food cost is co-mingled with the SCI food costs and an accurate cost per meal is not available.

There is no warehouse facility outside the perimeter gate. Any necessary supplies are delivered from Stanley. The concern is that the warehouse at the SCI is in poor condition.

The available food service storage facilities inside the fence are barely adequate for a one week supply of food. Additionally, the cold storage facilities are in need of substantial repair.

Trash collection occurs twice per week. There are no trash compactors.

In the opinion of the Consultant the CVCTF should consider the possibility of using the Northern Wisconsin Center (NWC) food service facility, which has been moth-balled, that is located directly across the street from the facility, for warehouse space. This facility has a basic infrastructure in place which could be easily used for this purpose. Also, the extent to which the food service facility is connected to emergency power should be verified and addressed for functional and safety reasons.

The department should also explore the possibility of using part of the NWC facility to create a central baking facility to serve the correctional institutions and centers in the northwestern part of the state. It may also wish to consider developing a commercial food service training program given the average length of stay and minimum security status of the offenders housed at the CVCTF.

The Badger State Industries operation located at Northern Wisconsin Center (NWC) is responsible for the handling the institution laundry. One washer and dryer are provided on each of the housing units for inmate personal laundry and are adequate to meet the need. The CVCTF provides the inmate workers for the BSI laundry, which is looking to expand service at this location.

**Treatment, Education and Other Services**

The primary treatment program offered at the CVCTF is the residential AODA program that is sixteen weeks long. Individual counselors work with 12 inmates per group and those paired with another staff person work with 20 inmates per group. All inmates sign a program contract at the beginning of group and agree to follow all group rules, complete all assignments and meet attendance guidelines. Any inmate not meeting expectations is evaluated on a case-by-case basis by one or both of the CVCTF Program Directors. At the end of group there is a formal graduation and the inmate receives his certificate of completion. Guests at the CVCTF AODA graduation ceremonies have included local judges, community self-help group volunteers, and probation and parole agents. Inmates who graduated from the program as an ATR participant often return to the institution to take part in the graduation ceremony.

The ATR program is a voluntary treatment option for selected probationers, parolees and those on extended supervision charged with violations that would otherwise result in the revocation of their supervision and return to prison. The ATR program represents a valuable resource that not only allows the offender to participate in essential programming but, upon successful completion the offender is returned to community supervision rather than being sent to prison.
The Health Services Unit is primarily an outpatient treatment clinic, which treats both acute and chronically ill inmates. Treatment is available from 6:00 a.m. until 8:00 p.m., Monday through Friday. The Health Services Unit (HSU) is currently very functional. The suite has three exam rooms without X-ray capability. The CVCTF shares optometry and X-ray services with Stanley Correctional Institution. The physician services are available 20 hours per week and nursing services are available on a full time basis. The physical therapy services are provided by a contract physical therapist. Part-time dental services are available on site by a dentist who also serves the SCI.

The only indoor recreational activity is the weight room. The outdoor recreation area includes a basketball court, walking track with exercise stations and a Native American sweat lodge area. A barber shop and a music room are also available for use by the inmates.

**Operational Considerations**

The location of this facility in north central Wisconsin is beneficial for its proximity to the northern correctional centers, Stanley Correctional Institution and its substantial employment base. The facility appears to be well accepted within the community and offers a viable opportunity for men to complete their alcohol and other drug abuse (AODA) treatment. The men also are provided with work-release opportunities while waiting to begin the treatment program which reduces the amount of inmate idleness.

The facility is remains fully occupied. The major operational problem is the lack of available space for the AODA treatment programs, which would also further reduce inmate idleness. In addition, the security needs to be updated with added measures in the administration building.

**Existing Problems and Constraints**

From a security perspective, the glass entry doors in the administration area, which are located adjacent to the parking area, are a concern because they do not have barriers and electric strike devices on them. The facility is not considered ADA compliant, but it has been adapted to meet the needs of inmates. The facility functions as the Northern Training Site for correctional staff and a large conference room is set up as a training room. This facility has storage space limitations and the food services operation is also in need of improvements. The current security staffing pattern is a concern along with the video surveillance equipment that should be updated and cameras added.

The storage for the facility is located in a building not owned by DOC and should be consolidated within the boundaries of the facility. The maintenance area has constraints on its location, area, security coverage, and air quality.

The utilities for the facility are provided from the adjacent NWC power plant which should become part of the CVCTF with the downsizing of the NWC campus.

In general, the facility has been well maintained. However, because of the age of the structure and its change in use, the building is showing signs of age along with the wear and tear resulting from excessive use. There are
problems with the building systems, layout of the building, and the limited support space that present daily challenges for staff and inmates.

**Expansion Capacity**
The facility was designed to house 450 inmates and is now regularly occupied by that amount of inmates. The building has areas where additional housing could be added. New housing would require the addition of AODA program space.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants’ site tour:

- Upgrade of the first floor B-Wing Mechanical Room HVAC.
- Upgrade of the administration entrance door.
- Remodel furniture shop and garage.
- Installation of electric hand dryers.
- Upgrade all camera and DVR systems.
- Upgrade chiller in “A” wing.
- Provide emergency generator with additional load for elevators and life safety requirements.
- Addition of perimeter lighting at the fence line and yard.
- Provide fire suppression system to the outbuildings and upgrade detection system.
- Upgrade designated elevator for use by food service, laundry, supplies and staff.
- Remodel “B” wing to include inmate housing.
- Remodel food service to ATR, earned release, and AODA programming space and construct a new gymnasium as part of a Multi-Purpose Building.
- Replace roofing of main building
- Acquire the Food Service building at NWC; convert to food service space, central bakery, canteen, and warehouse building for use by the CVCTF and the SCI. The central bakery and canteen could serve as a resource for the northern DOC operations.

**Recommended Major Capital Projects and Estimate of Probable Cost**
No major projects are being recommended at this institution.

**Summary**
The ability of the CVCTF to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the consultant that the CVCTF address its shortcomings and increase program needs, correct building systems, and upgrade security systems where possible. Minimal expansions within the boundaries of the current site for storage, program, and security improvements should also be considered. Additional expansion or remodeling for housing is not recommended until the program needs increase.

The limited infrastructure and systems are hindering efficiency. All major core and service spaces are in need of additional space to accommodate the increasing population. A lack of adequate programs and treatment staff offices also contribute to less than desirable working conditions and security conditions. The future use of the
NWC is presently under consideration and will affect the CVCTF, especially as long as the facility is dependent on the Center for its utilities.
The Columbia Correctional Institution was opened in 1986 as an adult male maximum-security prison. The institution is located three miles west of the City of Portage in Columbia County on 110-acres of land. The CCI was the first state maximum security facility to be planned, constructed, and operated in Wisconsin in 91 years and was built at an initial cost of $38,600,000. Originally, there were nine units of 50 cells each, single-bunked. The barracks (Building 10) was opened in 1997 to house an additional 150 minimum and medium security inmates. The living units are arranged around a secure, open courtyard. The entire institution within the inner fence perimeter covers over 27 acres, with almost 297,000 square feet contained within its various building structures.

The general population, maximum security inmates are housed in four separate complexes, each comprised of two units. These units include an Education Complex, a Vocational Complex, a Special Management Complex and a Work Complex. In addition to the living units, the physical plant includes a large visiting room, chapel, meeting rooms, health service area, staff offices, an intake and reception area, canteen, laundry, main kitchen, library, recreation field and gymnasium, an industry building, school, and vocational education workshops.

The authorized staffing pattern for the CCI includes approximately 338.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $29,363,358, representing an annual per capita cost of $35,377 and a daily per capita cost of $96 for each male offender served there.

As of May 9, 2008 the designated capacity for the CCI was 541. On that same day a population of 827 men was assigned to the facility.

Overview
The Columbia Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the CCI is to protect the public by detaining adult male felons committed by State Courts to the Department of Corrections (DOC) and readying these men for custody reduction and eventual reintegration into society. Protection of the public is both an immediate and long-range focus, as virtually all inmates will eventually be released. Through a philosophy of strict and constructive treatment, both perspectives are met.

General Issues
The CCI contains nine individual housing units that are self-contained. The lives of the inmates are centered in the Unit where they sleep, have meals and pursue specialized program activities to address their needs. Units 1 and 2 are general population education units, Unit 3 is the step-down segregation (DS-2) unit, and Units 4 and 5 are general population units that are part of the vocational programs. Units 6 and 7 are the special management units (SMU) for developmentally disabled, mentally ill, and vulnerable inmates. In addition, Unit 6 has 12 maximum-security cells that are ADA accessible for use by inmates in wheelchairs. These are the only general population maximum-security cells that are accessible to wheelchair inmates in Wisconsin’s maximum security institutions. Unit 7 is partially used as a segregation area for SMU inmates. Units 6 and 7 are typically single-bunked because of the inmate classification, and other special adjustment issues. Units 8 and 9 are general population units for inmate workers.
Unit 10 is the barracks that is available to house minimum and medium security inmates, although most of the inmates are currently classified as medium security. Six of the inmates have supervised work assignments outside of the secure perimeter, while others have inside work assignments or are participating in the school program. The officer stations located on each side of this unit are not enclosed.

The disciplinary segregation unit (DS1) has 48 single-bunked cells. Limited inmate property is allowed in this unit and any excess/non-allowed property is stored in another area of the institution due to the limited available space in the building. The windows in the unit are fixed, but adequate climate control systems are in place. All other housing units have operable windows in each cell. Housing Unit 10 (the barracks) has operable windows in the vicinity of the sleeping bunks, which surround the outer edge of the building.

Because of the limited supervision and security risks, there is no usable programming space in the housing units. The programming for Units 1, 2, 4, 5, 8 and 9 is done outside of the housing units. Due to the nature of the inmates in Units 6 and 7, the programming occurs primarily in the dayroom.

Housing Units 1-9 have maximized the cell capacity, with 75 to 80 inmates occupying the 50 cells in each unit. The dayroom space has room and seating for 40 inmates. The observation and sight lines from the control station are adequate.

Currently, there are 250 inmates who would work if work or education assignments were available for them. There are 19 inmates who have chosen to be idle and are maintained in voluntary unassigned status, receiving no inmate pay and little out of cell time during the work/programming day. Between 33 and 40 percent of the inmates at this institution have a significant amount of time to serve and many of them may never be released to the community due to their sentence structure.

The Reception and Orientation Housing Unit (R & O) is used as a multi-purpose housing unit. The unit is also used for temporary lock-up (TLU) and bunk confinement time for Housing Unit 10 inmates. The unit is divided into distinct, separate areas. There are eight cells on the “A” side and five cells on the “B” side, which is located in the HSU. Two of the cells are used for inmates with significant medical conditions, as required. The unit houses an average of 20 to 25 inmates each day. The inmates in this unit have access to limited personal property. The windows are fixed and effective climate control is in place and adequate.

This unit dayroom is adequate in size and can handle dining for the assigned inmates. There are two serving shifts during meal time because the available space and one staff member cannot safely handle all of the inmates at once. The officer work station is enclosed. The staffing for the two shifts consists of one sergeant and one correctional officer. The staffing for third shift consists of one sergeant only.

At the CCI, there could be up to 150 visits during any given day with the possibility of 32 individual visits occurring at the same time. The visiting hours are from 12:45 p.m. to 8:00 p.m. Monday through Friday, and from 8:00 a.m. to 3:45 p.m. on the weekends and holidays. The visiting room space is adequate for the limited, non-contact visits that take place. Non-contact visits can also occur in DS1, the main Segregation Housing Unit.
The Administrative offices are adequate and in good condition, but there is a lack of storage space. The records office is located between inmate program areas, offices, and visiting. This area should be considered for relocation to a secure site in the administration building to adequately separate this sensitive information from the inmate population.

Although the records office was not originally planned for this area, it is currently located in the middle of the Program Services space. There are windows in the records office which allow the inmates to view the office from the multi-purpose room and visiting area. The records office is currently a non-secure space. The area also lacks storage. The office space in the program services area is sufficient. One additional office is also being used as a workroom.

Overall, it appears that there are not enough meeting and conference rooms. All inmate movements in and out of the facility occur through the intake garage. The delivery trucks and emergency vehicles requiring entrance to the facility enter through the truck gate below Tower 2. The office suite is cooled by a separate chiller unit.

The chapel is in the multi-purpose room located adjacent to the visiting and inmate program offices. The proximity of the chapel to the adjacent visiting area has not created a noise issue. The multi-purpose room has a lack of storage space, including shelving and chair storage for the different activities held in the room.

The vocational area is comprised of three offices, three classrooms, and five vocational bays. An unsecured desk in the corridor serves as the officers’ station. Four of the vocational bays are used for inmate programs, including custodial, building services, community service, and basic educational services. Approximately 12 to 15 inmates participate in each of these programs in the morning and another 12 to 15 inmates in the afternoon. The fifth vocational bay is currently used as an inmate mail and property room. Current staffing level and program spaces are adequate, but storage space is not. Badger State Industries (BSI) has a print shop used in conjunction with vocational education printing classes. It is located in an air-conditioned area because of paper-handling requirements. The area is cooled with a three reciprocating compressor air-cooled chiller that needs to be replaced. The production space is adequate, but storage is inadequate and should be addressed.

The CCI has three academic classrooms to handle 40 to 45 inmates per classroom period. The programs provide a basic educational (GED/HSED) curriculum. The staff consists of one education director, one guidance counselor, three teachers, and a program assistant who share small office spaces. In addition, there is a staff work room and inmate clerk workroom. Overall, the classrooms and office space are adequate, but storage is an issue in this area.

Supervision is provided by one officer for the 25 inmates that are allowed in the library at any given time. The law library was recently upgraded from hard copies to online versions using computer workstations. The space is adequate and meets the institution needs. However, the space should be reviewed to improve the sightline for the officer. The library does not have an inmate restroom or librarian office. The space originally designated for the librarian office is used for the inmate barber shop. Air-conditioning for maintenance of the books and computer equipment available in the library is needed.
The CCI canteen area is a fully-utilized, restricted space. Adequate space is provided for indoor recreation. Recreation is scheduled by housing unit complex on a rotating schedule in 1.5-hour blocks throughout the week. A gymnasium is part of the recreation space and it has a tile floor over concrete. The floor has been replaced once in the last 20 years.

The recreation area also includes an inmate locker room, showers, a staff locker room, a weight room, a game room, storage, a washer and dryer area, a small exercise room and music rooms. Community service projects are conducted in areas adjacent to the gymnasium and include knitting, crocheting and an eyeglass repair service. The area is supervised from an elevated officer station.

An outdoor recreation area is used only during spring, summer and fall months. A toilet, shower and weight area are available to the inmates. A garden is maintained by 10 to 12 inmates as a community service project; the food harvested is donated to the local community.

The warehouse is staffed by one correctional officer and two staff. The correctional officer ensures that contraband does not enter the facility and to receive deliveries into the facility. There are no inmate workers assigned to the warehouse. There are 16 to 26 inmate workers assigned to maintenance in addition to 6 correctional officers, 10 maintenance staff members, and 1 supervisor.

**Inmate Population and Projections**

The Columbia Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs designed to address specific needs such as education, vocational training and work opportunities is expected to continue.

**Infrastructure Considerations**

Alliant Energy provides electrical power with a 12,000A, 480/3-phase service. This capacity is adequate for the institution. However, any major addition to the current service would require system upgrades. The emergency generator system consists of two oil-fired 450-kW units. The generators offer coverage for some interior lighting, perimeter lighting, security fire panels and at least one heating unit in each housing unit. The generator system is split into critical (security systems, life safety) and non-critical (heating, ventilation, and air-conditioning (HVAC) and lighting systems. With the addition of the barracks building, the emergency generator system is at maximum capacity.

The City of Portage provides the water to the institution through 10" and 12" mains. The water pressure is adequate, but the City has had issues with water quality. To assist with the City’s water-supply situation, the DOC gave the City of Portage land to install a new well. The water distribution within the institution is on a looped water system with adequate water pressure.
The City of Portage also provides the institution with a 15" sanitary sewer service. The sanitary system contains no grinder pumps. The underground plumbing has experienced several problems, and there have been occasional calls from the City’s wastewater service regarding the plugging of sanitary lines. The cast-iron sanitary lines are worn and replaced as needed. The storm water system is underground and adequate. During heavy rains, the recreational fields flood and the sump pumps in most buildings run continuously.

The gas service is adequate and has a 50-psig main service pressure with 5 psi at mechanical rooms and 1.5 psi to each housing unit. The institution’s natural gas system is backed up by a liquid propane system including a vaporizer/air mixing system good for 12 days during normal winter weather. Each housing unit has its own cast-iron sectional boiler, which is inefficient and in need of replacement. Each housing unit hot water heating system was originally built to run on gas with oil back up. The oil tank has since been removed. Two 150-BHP Kewanee hot water heating boilers serve the administration buildings, providing adequate capacity. The barracks building is served by a forced air gas heat system that will need to be replaced. The Honeywell Energy Management (DDC) System for central temperature and HVAC control was replaced in 2000 because of Y2K concerns and is in adequate condition.

The bituminous paving is worn and needs replacement in the parking lot, perimeter road, interior perimeter road, and walkways.

Given the fact that the Grinnell/Simplex fire alarm system is twenty two years old and outdated, it should be upgraded; replacement parts are also difficult to find. With the exception of the barracks building, which has fire hoses, the institution is protected by a sprinkler system. The fire protection system is in adequate condition.

The public address system is the original installation and needs to be upgraded. The institution also uses a “hands-free” communication system in the housing unit control stations, towers, central control, intake area and lobby. This is also an original system that needs to be upgraded.

The inmate phone system is adequate. The information technology (IT) was replaced five years ago and is adequate. The wiring for the Wisconsin Integrated Corrections System (WICS) has been completed.

Security Considerations
The facility occupies 110 acres of land, with 27 acres contained within a perimeter fence, which is in good condition. The stun-fence and motion detection are less than two years old. However, the camera system is antiquated and inadequate. The cameras are black and white, which do not render a good image. The cameras are all connected to the Central Control; cameras have been added to the library, indoor recreation area, laundry and the barracks. The entire video surveillance system needs to be reviewed.

The security control panels are the original analog switches, which are currently working but are in questionable condition. The original locks and devices are worn and wearing out. Sliding devices are all electronic, kick-release and manually-opened. The fire control panel is also outdated and needs to be replaced.
Food Service and Laundry
Since the CCI opened in May of 1987 the population has more than doubled. The existing food service facility is operating at its maximum capacity. The food service building is a slab-on-grade building with no serious floor problems. The kitchen has both electric and natural gas-fired equipment, as well as a bakery. The cold storage room interiors are in fair condition. Using water-cooled condensers, the refrigeration system is undersized and is showing its more than 20 years of age. A new freezer has an air-cooled condensing unit. The old system has a refrigeration heat reclamation system that is used to pre-heat water in two 5,000-gallon storage tanks. Dry storage area is inadequate.

The kitchen prepares approximately 3,000 meals each day and operates from 4:00 a.m. to 6:00 p.m. The kitchen staff includes six full-time employees and two supervisors. In addition, the food service preparation kitchen employs 26 inmate workers. Equipment failure is frequent and causes operational problems for the staff. If consideration is given to adding 150 beds to the facility it will require that attention be given to the food production operation and its ability to operate safely and efficiently.

Food is transported in bulk via insulated and heated carts to the units for each meal period. The units must be served in two shifts. Time is an issue in order to get inmates back to programming after lunch. There are no security cameras in the servery kitchens. This prevents the implementation of blind feeding which is desirable at this facility. This is one of few facilities with limited cooking equipment on the units which is used primarily for pancakes.

Deliveries are made to the warehouse outside the secure facility Monday through Friday. On Monday, Wednesday, and Friday, food is delivered from the warehouse to the kitchen. Produce is delivered once a week directly to the kitchen. Dairy is delivered twice per week.

The institution uses Badger State Industries (BSI) to launder the institutional bedding and on-site facilities are available for laundering inmate clothing. The central laundry facility operates from 7:00 a.m. to 3:00 p.m., seven days per week. There are two large (110-lb.) dryers and two large (60-lb.) washers in the central laundry. The equipment is original and in need of frequent repair. At the time of this study there were at least five machines, in new condition, not in use at other facilities. It is recommended they be relocated and put into use at this facility. The housing units have small commercial laundry equipment for inmate personal laundry. One correctional officer and twelve inmates staff the institution laundry operation. The laundry that is delivered to the institution from the BSI operation at the OSCI enters and exits the institution through the CCI laundry-loading dock. All returning laundry from BSI is x-rayed before it is brought in to the institution.

Treatment, Education and Other Services
The primary treatment programs offered at the CCI include anger management, cognitive interventions, sex offender groups, reintegration release planning, special management unit recreation therapy, special management unit social skills counseling, alcoholics anonymous and narcotics anonymous. The academic education programs include adult basic education, English as a second language, high school equivalency diploma, ProLiteracy America tutoring, computer assisted learning, correspondence courses and study skills. The vocational training offerings include building maintenance and care, custodial services and graphics and printing.
The HSU operates 24 hours a day Monday through Friday, and from 8:00 a.m. to 4:00 p.m. on Saturday and Sunday. At all other times, services are “on call.” The HSU is staffed with seven registered nurses, one supervisor, one contract physician assistant and one physician. There are three psychiatrists who split their time for a total of 40 hours per week. The psychiatrist office is located in the former inmate property room.

The HSU has three exam rooms. One is used once a month as the optometry room, a small doctor’s office, and an office for the physician’s assistant. Physical therapy has a small room and is handled by a contract position. The x-ray room is a small space off the corridor, and the technician is available every two weeks. The dental unit has two chairs which are new equipment. The staff includes one part-time dentist supervisor, one dental assistant, and one part-time dental hygienist who are shared with other facilities. The dental office is a small storage room. The lab is located in what was formerly a closet. The HSU office space is very limited.

The HSU has infirmary cells that are also used by the reception/orientation unit, as well as one negative-air isolation cell. Supervision is an issue since the cells are separated from the HSU. The inmate waiting area and the officers’ station are located at the wide end of the corridor and are not adequate. Sight lines within the unit are inadequate.

**Operational Considerations**

The CCI was originally constructed in 1986 as a maximum security facility. The location of the facility in the central part of the State helps offset transportation costs to other DOC facilities and also with the Reception Center at the Dodge Correctional Institution.

The facility is fairly new and the buildings have not experienced any major deficiencies. The original facility was designed for 450 inmates housed in single bunk cells with an additional 150 minimum and medium custody inmates. Approximately half of the cells are now double-bunked which has created additional strain on the buildings and infrastructure.

The original support services and infrastructure were designed for approximately 300 inmates less than currently occupying the facility. Limited supervision and security issues have reduced programming in the housing units. The programming that was to be provided in the housing units is now done outside the housing unit. The inmate storage available in the cells is limited which requires space to be made available in other locations. The unit dayroom space is also limited. Storage for the inmate vocational and educational programs is lacking.

There is insufficient storage space in the administration area. The records office, currently in an unsecure area, should be relocated to a secure administrative area.

The entire electronic security system should be reviewed because it is inadequate for the current needs and requirements of the facility.
The HSU is under sized for the level of care provided and number of inmate visits. The storage for the office, lab, physical therapy, and dental are all undersized. The security concerns include sightlines and location of the inmate visiting area.

The location and organization of spaces within the maintenance building also should be addressed. The building limits the expansion of the adjacent buildings.

Existing Problems and Constraints
The storage space in the housing units, including the Reception & Orientation unit (R&O), is inadequate. Another issue in the housing units is the excessive wear and tear on the wet cells and showers.

The disciplinary segregation unit needs more housing cells, observation cells, meeting and programming space, and storage. The R & O unit has security and staffing issues because of the way the cells are organized and separated. The inmates that are moved from one area of the unit to another often must be moved outside of the unit to avoid conflict with the HSU and other institution foot traffic.

The warehouse storage space is not adequate and would benefit from a minimum of a fifty percent expansion in order to address the institution needs. The available maintenance space is also inadequate and the layout is inefficient. The welding activities need to be separated from other activities. In addition, there should be separate spaces for each maintenance unit. The storage space inside the building is limited, and security within the building is an issue, because the sightlines are poor. The ventilation is also inadequate. Therefore, the maintenance department requires renovation and expansion.

The shortage of storage throughout the facility needs to be addressed, including the location of inmate records, inmate property, and food products.

The temporary inmate barracks building that was built to ease some of the crowding in the system is approaching the end of its useful life and should be replaced with more permanent housing.

Expansion Capacity
The effect of any institution expansion beyond the existing perimeter, on neighboring properties, would require further considerations because of the nature of the surrounding land. It is marshy and not suitable for building in its current condition.

The recommended replacement housing for the emergency barracks housing should be constructed within the boundary of the existing institution perimeter. Any expansion within the boundaries of the CCI will have a major impact on all core and support spaces. The lack of available programs and treatment staff offices are primary space issues along with the limited infrastructure and the system replacement and/or upgrades that are needed.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Construction of a new Special Management Housing Unit.
- Expansion of the R & O into the current HSU location.
- Upgrade systems (video surveillance, electronic equipment, fire control panel, public address, security locks and devices, security panels in Central Control station).
- Replace fire alarm system.
- Expand the Disciplinary Segregation Unit (DS1) for housing, programming, and storage.
- Chiller replacement project.
- Construction of a new HSU Building
- Increase capacity of electrical and emergency power.
- New guard tower on north side to address sight lines potentially impacted by the new housing unit project.
- Expand warehouse and food service buildings to meet demands of inmates in new housing unit.
- Relocate records office to the administrative suite.
- Replace housing unit boilers.
- Replace bituminous paving throughout Institution grounds.
- Evaluate plumbing and sewer lines, in-building and underground plumbing fixtures, and replace as needed.
- Remodel and upgrade library area to include inmate restroom and librarian work space.
- Replace and upgrade the Food Service Building’s refrigeration system.
- Construct weapons range.
- Renovate Unit 10 – barracks to provide adequate programming space and replace/renovate HVAC equipment for proper heating, ventilation, and exhaust.
- Expand and renovate the maintenance building.
- Address storage needs throughout the institution to including Housing Units 1 through 10 plus the R & O and Administration Buildings.

### Recommended Major Capital Projects and Estimates of Probable Cost

<table>
<thead>
<tr>
<th>Columbia Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construct an 8,000 GSF maintenance building to replace the existing building. Construct a 6,000 GSF addition and infrastructure upgrades for the relocation of the BSI laundry from OSCI to CCI.</td>
<td></td>
<td></td>
<td>$ 7.6m</td>
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<tr>
<td>Construct a 150 bed maximum security special management housing unit. Demolish the existing barracks and construct a 150 bed medium security housing unit.</td>
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<td></td>
<td></td>
<td>$ 22.3m</td>
<td></td>
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<tr>
<td><strong>TOTAL:</strong></td>
<td>$ 7.6m</td>
<td></td>
<td></td>
<td>$ 22.3m</td>
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</tbody>
</table>
Summary

It is the recommendation of the consultant that the existing emergency barracks housing be removed and replaced with a new housing unit consisting of two units of 50 cells, 75 beds each. The location would be adjacent to Unit 9 and close to the courtyard. The removal of the barracks building from the site will allow space to be made available for an expansion of the support building. The additional expansion of the core and support services would include storage, segregation housing beds, HSU renovation, and program space. In addition, 150 bed maximum security special management housing unit should be sited within the existing perimeter.

To provide the necessary area on the site for the expansion of core and support services, it is being recommended that the maintenance services be relocated outside of the secure perimeter.

The master plan for the BCE includes a proposal to convert the current BSI printing industry operation at the CCI to a centralized laundry operation. This action will require that the necessary infrastructure upgrades and additional area for staging, storage, and loading dock be created.
**Dodge Correctional Institution (DCI)**

Originally operated as the Wisconsin Central State Hospital for the Criminally Insane, the conversion of the facility to an adult correctional institution was begun in 1977 when Chapter 29 of the Laws of 1977 authorized $2,470,000 for this purpose. The first two inmates were transferred from the Waupun Correctional Institution to the newly renamed Dodge Correctional Institution on May 15, 1978. Fifteen years later, in October 1993, ground was broken for an expansion project that more than doubled the size of the facility and created a central infirmary for adult inmates. The DCI was designated as the central reception center for adult inmates. Following this major facility expansion program the first female inmates were admitted to the DCI in June 1996. The DCI would continue to function as the only reception center for both male and female adult felons committed to the Department of Corrections until December 2004. A major reorganization of services to female offenders resulted in the creation of the Wisconsin Women's Correctional System and the female reception center was returned to the Taycheedah Correctional Institution. In addition to serving as the male reception center the DCI also functions as the central infirmary, pharmacy and medical facility for the adult inmates in the correctional system.

The authorized staffing pattern for the DCI includes approximately 585.75 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $55,739,540, representing an annual per capita cost of $35,480 and a daily per capita cost of $97 for each male offender served there.

As of May 9, 2008 the designated capacity for the DCI was 1,165. On that same day a population of 1,610 men was assigned to the facility.

**Overview**

The Dodge Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders. As such, its stated is to serve as the central reception center and to facilitate Assessment and Evaluation (A & E) of all adult male inmates sentenced by the trial courts and to promote community safety through effective, humane custody and supervision of inmates; and to provide programs and services to inmates which will enable them to acquire life-coping skills and positive attitudes and values in order to manage their freedom following release without recourse to criminal behavior.

**General Issues**

Operationally, the institution is extremely short on space. The complete A & E process takes approximately six weeks to complete. The initial reception of an inmate in to the facility can require any where from 30 minutes to 2 hours to complete and the institution cannot process more than 30 inmates at a time. It is not uncommon for delays to occur due to lack of staff and/or bed availability. If a larger number of inmates arrive at one time, it presents a significant problem for the institution and the temporary housing of these inmates. On average, the DCI is processing about 675 new admissions a month.
The general housing provided in the barracks is used for inmates involved in the A & E process. Use of this living space affords inmates a degree of freedom of movement. Each of the two buildings holds 144 inmates, compared to a west side building that holds 220 inmates.

Often the lack of available bed capacity at the other DOC institutions will result in the inmates having to remain at the DCI anywhere from one to three months following their completion of the A & E process. Recently, four day rooms were opened to provide emergency housing capacity, with ten beds in each.

The administrative offices are located in one of the oldest buildings at the institution. A lack of quality windows, wall insulation, ventilation and air conditioning make the offices a difficult work environment for staff. Space is at a premium and many of the offices are not adequate for the number of people or functions that occur in the space.

There is no large meeting area for all of the staff and the DCI is running out of space for the increased staff required to handle the increased population. The number of staff working in the intake records area is now two full-time employees. An additional part-time physician and students are also employed at the DCI. Central medical records are stored in Buildings C and H, in a basement space.

Given the fact that the DCI functions as the reception, intake and assessment facility for the adult male correctional system, there are no treatment and education programs offered there. The facility does provide inmates with access to the library. The library space is extremely crowded and over 14,000 volumes are available there. The space configuration also does not afford the staff adequate observation of all areas, especially the law library. The law library is also quite small for the number of inmates housed there.

The DCI also functions as the central transportation hub for all of the Division of Adult Institution facilities. It coordinates all inmate movements between major institutions, correctional centers and county jails, which provide housing for up to 1000 state prisoners. More than 2,000 trips are made each month.

Portions of the west addition buildings are barrier-free. A majority of the institution's older portion is not accessible due to a lack of elevator service, toilet facilities and access to program space. A project is in progress to make common area restrooms accessible and to provide the required minimum number of Americans with Disabilities Act (ADA) cells.

The DCI also continues to function in an older portion of the facility that was once operated as the Central State Hospital for the Criminally Insane. It is listed in the National Register of Historic Places and the Wisconsin State Register of Historic Places as the Central State Hospital Historic District. However, many of the buildings have been remodeled and vary substantially in appearance from the original buildings.

**Inmate Population and Projections**

The Dodge Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.
Given the continued overall increase in the number of incarcerated men being sentenced to the Department of Corrections and the need for a centralized reception center process and in-patient medical services, the demands placed on the DCI will only continue to increase. Legislative changes that have resulted in an increase in the time those offenders spend in secure confinement and the impacts of an aging correctional population have created significant challenges for the system which will not diminish in the near future. According to the population projections prepared for the DOC, a conservative estimate is that an additional 200 beds dedicated to the central reception process would be required by 2020 just to address potential population increases.

With more than 675 inmates entering the DCI each month, special accommodations for housing the population is an ongoing necessity. The total population at the DCI has been as high as 1,683, creating a need for triple-bed cells in sections of the institution.

Unit 20 functions as an overflow unit for special needs inmates, step segregation, special management inmates, notorious criminals and former law enforcement officers. Due to the nature of the inmates housed in this unit, it requires additional security coverage and retaining more single than double cells. Additionally, more services are delivered on the unit and inmates also have their meals there. To accommodate extra inmates, “portable bed boats” are used.

There are 240 inmates assigned to daily work tasks throughout the institution in food service, maintenance, custodial services and clerk work.

Infrastructure Considerations
A combination domestic and fire service water main is piped from the Waupun Correctional Institution across West Lincoln Street to the East and West end of the Dodge Correctional Institution. The facility has a secondary connection to a city water supply for emergency use. Since the DCI never uses the connection, the City of Waupun is considering discontinuing service. The fire/sprinkler systems, plumbing fixtures, and domestic water piping are in good shape in the 1993 West addition. A fire/sprinkler system needs to be provided and domestic water lines need to be replaced in the original East housing wings. The domestic hot water and soft water are also supplied from the WCI.

Storm drainage systems for the site and roof areas are in good shape. There are no reported leaks in any of the basement areas. A storm main is located on the north side of the institution and is directed to a swale along the property perimeter.

Sanitary drainage systems are in good shape in the West addition, but in poor shape and need to be replaced in the East wings. A screening station has been upgraded and handles all the sewage leaving the institution.

Steam is provided from the WCI power plant at 125 psi pressure. A steam pressure reducing station maintains 15 psi steam pressure at DCI. Steam is distributed to heating coils in the air handling units (East wings) and convertors to provide hot water for heating coils (West addition) and domestic hot water for the institution. Steam is also provided for a 400 Ton absorption chiller that provides cooling for the West addition. Steam tunnels, traps, piping, and insulation are in good condition.
A local utility provides gas to the institution to serve food service equipment, maintenance shop, and rooftop units serving the barracks.

The institution has four pairs of emergency and normal electrical sub feeds from the main electrical service at WCI. The feeders are 4160V/600A (Emergency & Normal) for the West addition, Administration Bldg., and East wings; and 4160/200A (Emergency), 400A (Normal) for the Maintenance Annex. The electrical panels and motor starters are obsolete in the East wings and should be upgraded. The high mast exterior lighting system provides good light levels and is in good repair.

The HVAC systems that serve the East wings are single zone air handling units, located in the basement areas, with steam heating coils and pneumatic controls. The HVAC systems and controls in the East wings are inadequate and should be replaced. The West addition has variable volume, air handling units, located in the mezzanine, with hot water heating coils and direct digital controls. Air conditioning is provided to the infirmary, intake, primary care, and clinical services by chilled water coils in dedicated air handling units.

The fire alarm system in the East wing is inadequate and should be upgraded. The telephone system, PBX (Mitel), was upgraded in 2006 and is in good shape. There are approximately 100 cameras (15 exterior) that use DVR (Viacom). The camera system infrastructure is in good shape, but more than half the cameras need to be replaced. The public address system is good condition in the West addition, but the east wings use an all-call system, which needs to be replaced. The radios are currently analog, work adequately, but should be replaced with digital operation in the future.

**Security Considerations**

The institution contains approximately 120 interior and exterior cameras. Approximately 15 cameras cover the grounds but not the perimeter fence line. Fifty cameras have been repaired and twelve pan/tilt/zoom and forty fixed cameras need to be replaced or upgraded. Surveillance hardware, including the Digital Video Recording (DVR) system, is new. The current radio system is analog and will be replaced with a digital system in accordance with governmental requirements.

Currently there is no detection system on the perimeter fence. Sometime in the next year, the DCI will have the fence upgraded with a stun fence. Exterior lighting is fine, and a new central control area was added during the institution’s last expansion. However, the technology is now dated and requires on-going repairs and updates. The current layout and bunk arrangement in the barracks creates problems for the security staff who supervise those units.

**Food Service and Laundry**

At the present time there are approximately 4800 meals per day served at this facility. The bakery provides approximately 50% of the bakery items required for all meals at this location. There are approximately 78 special diets per meal period. With the significant inmate movement in and out of the central reception center, the demands for special diets are significant and constantly changing. There are approximately 14 paid staff and 130 inmate workers in the food service area.
The meal delivery process is blind feeding with bulk service in some areas. The primary power supply for the kitchen is electric, steam and natural gas.

This current operation of this facility is over-extended in many ways. There is a project to upgrade the food service however it does not address any proposed capacity expansion. The floors, cove base and walls are in disrepair and subject to much abuse from carts, water and routine traffic in the area. There is evidence of water damage and mold in the post wash area. The bakery area needs a complete overhaul. Doors were removed from working roll-in cooler units and they are currently being used as storage space for miscellaneous supplies. It appears that ventilation hoods are operated in this area even when equipment is not in use.

The inmate clothing is laundered on-site in Building K. The Badger State Industries (BSI) operation at the Oshkosh Correctional Institution handles the institution linens.

**Treatment, Education and Other Services**

No formal treatment programs are offered at the DCI. Volunteers facilitate Alcoholics Anonymous, Narcotics Anonymous, religious and victim impact sessions to the inmates who are able to participate.

The DCI operates the only medical infirmary in the state. There are 62 beds available for this use. The infirmary contains one observation cell and another was converted to allow for multiple uses. Some shower facilities are not ADA compliant and are inadequate for the types of patients housed there. As a result, staff observation and assistance are required for these facilities. In December 2005, the eight beds previously designated for female inmates were returned to use for male inmates.

Some inmates reside in the infirmary for an extended period of time, while others are there to transition from a hospital stay awaiting transfer to another institution location. A number of inmates are nearing the end of their lives and are in need of hospice or palliative care. The demand for this service is growing and in 2007, a hospice program was initiated. Healthy inmates have been specially trained to care for these terminal inmates. The program is funded by inmates and inmate families, as well as local charitable groups. Financial donations have been used to modify the hospice rooms, cell finishes and furnishings. Comfort items in the rooms are all donated and not purchased with the use of state funds. The inmates using the hospice care program must sign a “do not resuscitate” (DNR) form in order to be approved for participation in the program. In September 2007, two cells/rooms were designated for hospice care and three inmates were receiving hospice care.

Over the years there has been considerable discussion regarding whether the infirmary facility should be located within a maximum-security institution setting. Many lower-custody level inmates are in need of extended medical care; housing them in a maximum-security setting creates challenges because of the lack of program access and reduced privileges. Many of the privileges would normally be available to them if they were assigned to a facility that was consistent with their custody level. In the past, there has been discussion about the possible movement the minimum security inmates from the infirmary to the Oakhill Correctional Institution which would be more consistent with their custody classification. However, any decision to do so would require the construction of an infirmary at the OCI.
The inmate healthcare expenditures consume ten percent of the DCI annual budget. Given the increasing numbers of inmates who are spending considerably more time confined in correctional facilities, it is likely that medical costs will also continue to increase in the years ahead. The challenges of serving an aging population with significant, costly medical needs will be significant; specialized system responses will be required.

The DCI collaborates with the Waupun Memorial Hospital for many out-patient services. The original design for the DCI infirmary included a future second-floor addition which is a more costly solution, from a staffing perspective, if an expansion of the infirmary is considered.

The DCI operates the DOC central pharmacy which will be relocated to a private building off-site within a year. Full-time and contract staff will work in the off-site pharmacy. The vacated area will be converted to training and conference space. With the relocation of the pharmacy and the planned food service upgrade, the need for a new warehouse and cold storage expansion will be eliminated.

**Operational Considerations**

A new maintenance building or more space is needed. The area has air-quality issues. A more centrally-located space would make more sense, due to the amount of daily traffic in and out of the area.

While visiting space is adequate, the air-handling system is of concern. The intake and reception areas are inadequate for the workload in this area. Staff members do not have adequate space; wasted space exists in the old female intake area.

New windows are needed on the entire east side of the facility; existing windows were installed in the 1980s. The domestic cold water system requires upgrades. All of the infrastructure piping that is below ground should be installed in tunnels or moved above ground. New heating, ventilation, and air-conditioning (HVAC) and starters are needed in the east end of the facility.

The facilities on the east side of the institution are rapidly aging, and there are major problems with the deterioration of the masonry. The DCI should not be expanded without resolution of ongoing problems within existing buildings and systems. In addition to those previously mentioned, the older buildings have numerous problems, including: 1) common toilets in some units result in unsanitary conditions when toilets become stopped up; 2) there is very poor air circulation in all seasons; 3) air handling (no radiation), due to a steam coil located in the lower levels of the buildings; 4) problems with door locks; 5) the effectiveness of the security of the cells due to age and heavy use of the equipment; and 6) the lack of an adequate fire alarm system and a complete lack of a sprinkler system.

The DCI segregation building has only 50 cells and 2 observation cells. This capacity is not adequate for the size of the institution and the nature of the inmates confined there.

**Existing Problems and Constraints**

The institution, when it was expanded in 1993, had many improvements made to its infrastructure systems in addition to gaining maximum security bed capacity and support facilities. The support facilities included a new external administration building, intake areas for men and women, food service building, health services unit,
medical infirmary, segregation unit, and central control room. The problems, however, that remained within the existing portions of the institution, for the most part were not addressed.

These older buildings are energy inefficient, staff intensive, and generally not providing a safe and secure environment for both staff and inmates. Even though these buildings are historical in nature, they have reached their useful life and serious signs of aging are quite evident. Their previous use as a secure environment for mentally ill patients did not cause the type of hard use that has resulted from its operation as an over-crowded, maximum security institution for adult inmates. The windows and exterior masonry walls continue to deteriorate, ventilation is extremely lacking, security is difficult to provide due to the design of the multi-story buildings and the building infrastructure requires constant repair and maintenance.

One of the more important issues is the fact that the majority of program services are located in the older, eastern side of the institution. These services include the library, visiting, social services, medical records, internal administration and the small gymnasium. In addition to the fact these facilities were originally designed for a much smaller population, their location within the institution requires inmates on the west side of the institution to travel a significant distance to utilize these services or facilities.

**Expansion Capacity**

The 1993 institution expansion project provided for the future placement of two additional 200 cell/400 bed housing units to be added to the west end of the institution. It appears that the utility services are available to accommodate these buildings with only a limited connection cost. There is also room to build another gymnasium and program building at this site location and reduce the amount of staff time and potential security issues related to moving inmates to the east side of the institution to access these functions.

The need to replace the existing institution housing on the east side of the institution with modern, safe, and secure buildings that will be more staff efficient and allow staff to directly supervise inmates is extremely important for the long-term operation of this institution. There is sufficient space on the site at the south side of the main corridor to demolish a portion of the existing buildings and construct two new 200 cell/375 bed housing units in that location.

The displaced functions noted above including the library, visiting, social services, medical records, and internal administration is proposed to occupy a new multi-story building in the front of the institution between buildings J and W as shown on the see institution site plan.

The potential for expanding the medical facilities at this institution is one solution that would address the need for additional non-ambulatory infirmary beds within the DOC system. However, this solution would not address the need for infirmary beds in the southern portion of the state. An alternative consideration would be to site a medical infirmary on the grounds of the Oakhill Correctional Institution, in proximity to Madison, where access to quality health care providers and institutions is readily available.

Given the fact that the DCI serves as the central transportation and inmate movement hub for the correctional system, the institution requires the availability of an extensive variety of vehicles for this purpose. The institution is in need of vehicle storage and a warehouse facility to support this function. This building would allow the
institution to maintain the transportation vehicles for safe and secure transport and also provide the necessary storage space for materials that the transportation unit needs on a regular basis.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Addition of a new stun fence electronic detection system on the perimeter fence.
- Food service upgrade to freezers and coolers and bakery improvements.
- Americans with Disabilities Act improvements to meet requirements in older buildings.
- Relocation of the pharmacy to an off-site location.
- Gatehouse expansion.
- Intake expansion and renovation to encompass the old female area and to provide for staff work areas and additional holding space.
- Infirmary Expansion - Optional solutions for infirmary may be department-wide.
- Replace administration building: records, social services, security.
- Relocate medical records from the basement of building C.
- Construct new maintenance building.
- Central control electronics upgrades.
- Security cameras upgrades
- Telecommunications system upgrade.
- Air handling equipment upgrades.
- Replace existing older housing units with new housing
- Upgrade barracks building.
- Add additional housing units to the institution’s west side.
- Construct transportation unit storage garage.
- Window replacement and security screening
- Tuck-pointing and soffit repairs

The major capital projects being recommended below for the DCI will address these needs as necessary.
Recommended Major Capital Projects and Estimates of Probable Cost

<table>
<thead>
<tr>
<th>Dodge Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tbody>
<tr>
<td>Construct two 100 cell/200 bed maximum security housing units on the West side of the facility along with a multi-purpose/recreation building and construct a new Administration &amp; Support building</td>
<td>$ 52.5m</td>
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<tr>
<td>Construct Transportation Unit Storage &amp; Garage Building</td>
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<td>$ 1.7m</td>
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<td>Construct two 250 cell/475 bed housing units at the East end of the facility resulting in 650 replacement beds and 300 additional beds</td>
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<td>$ 72.7m</td>
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<td>$ 52.5m</td>
<td>$ 1.7m</td>
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<td>$ 72.7m</td>
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</tbody>
</table>

Summary
Due to the significant staffing levels required in the older buildings on the east side of the institution, one major decision that must be addressed is whether to continue to maintain these aging and worn facilities or find a way to replace these housing units with newer, more staff-efficient housing. If the decision to continue to operate these buildings is made, it will be critical that the current deficiencies and significant building needs of these structures be addressed as part of any potential expansion to the DCI. Improvements to the support functions including enlarging the health services facility, adding more inmate recreation space, and addressing shortages of administrative and intake space should also be considered.

The ability to provide an immediate solution for the shortfall of maximum security beds in the system make this initial phase of construction at the DCI a timely and cost effective solution, largely because it was planned for during the initial master planning of the institution to accommodate the 1993 expansion project. The elimination of existing substandard buildings including the two “temporary” dormitory buildings and replacement with new space to house the internal administration and support functions in a centralized location will greatly improve access to these functions, provide adequate space for the immediate and future needs of these departments, make these spaces more accessible to observation by security staff and allow administration and program staff to work more efficiently.

Other goals for the institution, including addressing the need for additional maintenance and vehicle storage facilities, will need to be included as part of the DCI long-range plans.

Additional infirmary beds, although needed within the system, may be more effectively placed at an institution in the southern sector of the state. It is recommended that the DOC seriously consider placement of these beds at the Oakhill Correctional Institution. If this does not occur and the decision is to place the beds at DCI, this expansion project will need to be phased in after the dormitory buildings are demolished to make room for one of the new wings of the infirmary.
Fox Lake Correctional Institution (FLCI)/Fox Lake Minimum (FMCI)

The Fox Lake Correctional Institution originally opened in 1962 as a medium security facility for adult males. The FLCI is located near the cities of Fox Lake and Waupun in Dodge County. The FLCI was the first medium security institution in the United States managed under a responsible living, no-pass system concept. The adjoining minimum security compound for adult male offenders was opened in 1997 and is known as the Fox Lake Correctional Institution Minimum Compound (FMCI). The FLCI is situated on an 85-acre parcel of land surrounded by approximately 1,200 acres owned by the State of Wisconsin. The institution consists of the Entrance Facility/Armory; Administration Building; Chapel; Food Service/Stores Building; Health Services and Academic Education Building; Recreation Building; Garage, and Industries and Vocational Shops Building; and Nine Housing Units. Six of the housing units are designed for 96 single rooms, but those units have 52 rooms doubled to meet population demands. The inmate rooms have standard doors and windows. The inmates are permitted scheduled movement within the institution and rules are intended to help individuals live together in an orderly manner.

The authorized staffing pattern for the FLCI/FMCI includes approximately 375 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $36,697,040, representing an annual per capita cost of $27,385 and a daily per capita cost of $75 for each male offender served there.

As of May 9, 2008 the designated capacity for the FLCI/FMCI was 979. On that same day a population of 1,356 men was assigned to the facility.

Overview
The Fox Lake Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders. It is a medium security facility with an attached minimum security compound.

The FLCI mission is to protect society and rehabilitate the offender; to provide medium/minimum custody and care for a select group of adult male offenders incarcerated by law from society for a period of time; to create and maintain an atmosphere or climate which restores the dignity of the individual and to provide optimum opportunity for positive behavioral changes; and to introduce, develop, and maintain correctional programs that will be treatment-oriented to the highest degree possible.

General Issues
The existing FLCI segregation unit has only 50 beds, which is inadequate given the population in this institution. The recommended standard for segregation beds within an institution is 10% of the general population. The currently capacity is approximately 5%. Accessibility in response to the ADA is also a concern for the general population housing units.

The FLCI Vocational Building includes vocational classrooms and labs and the facility maintenance area located on the upper floor. The Badger State Industries (BSI), the automotive repair shop, and the auto body work lab are located on the lower level of the building.
Additional inmate housing has been created on the second floor of the School Building. The special needs housing is located on the west side, and a project to add housing on the east side is in progress. The layout of the housing, however, had to be modified to the available space and has structural system limitations. On the first floor of the building there are educational classrooms and staff areas. The basement previously provided program space, but those functions have been discontinued. The basement is now use for mechanical, storage, and staff break areas with at-grade access from the east side of the building.

The Recreation Building includes the basketball court, spectator area, weights area, handball courts, barber shop, and group music areas. The building is ample in size; the individual practice areas could be converted to other program areas since they are not being used. The Canteen is located on the south side of the building and is adequate in size. The Canteen operates efficiently for getting products delivered, processed, and provided to the inmates. The exercise yards are utilized and are sufficient for the population they serve.

The Warehouse is adequate but would benefit from some reconfiguration. Areas of the warehouse are used by BSI and the Correctional Training Center (CTC). If their storage needs were relocated the available space would provide adequate warehouse space for the institution. If the institution is expanded, there is a need for additional warehouse freezer space that should be located outside the existing warehouse.

Inmate Population and Projections
Given the overall increase in the number of incarcerated men served by the Department of Corrections and the critical need for a continuum of services across all levels of security, the demand for programs and services that address specific needs such as education, vocational training, specialized treatment and work release is expected to continue.

On any given day, approximately 100-200 minimum security inmates are on work release or performing special work projects in the area. They are employed by private employers in the surrounding area, on the correctional farm in Waupun, or performing maintenance work outside the secure perimeter of the FLCI. The work release program is well received and many employers in the area support the institution work release efforts.

Infrastructure Considerations
The FLCI has a wastewater treatment plant sized for 2,000 inmates. The sanitary system is old and has spot problems, which line videotaping identified. The sizes of the lines do not appear to be a problem. The storm sewers drain to the north side of the site.

Water is a concern at the FLCI. Well number four was recently drilled. The initial plan was to have a 500,000 gallon storage tank but was changed to a 200,000 gallon tank. Larger pipes would be necessary if the facility were to increase its capacity. This is part of a project currently in progress.

A surface drainage upgrade to meet DNR 151 needs to be re-assessed to ensure standards have been or will be met.
The electrical power is supplied by Alliant Energy since there is no central power plant on the site. The electrical panels are being replaced throughout the institution as needed. The institution electrical power supply is backed up by two emergency generators, which are not adequate. The current total generator capacity can meet 50% of the institution needs. An upgrade is in process to expand to 100% capacity and include a new switch gear, with backup power located outside the secure perimeter.

The institution has fire suppression and sprinkler systems in many buildings. Upgrades to the audible fire-notification system for unoccupied buildings were recently completed. Some buildings have fire alarms, but they are not connected to a central alarm system.

**Security Considerations**

The institution video surveillance system predominantly uses fixed cameras that record with Digital Video Recorders (DVR). The condition of the perimeter road has been upgraded. Currently, there is no alarm/detection system on the perimeter fence. A taut-wire stun system has been installed at the perimeter fence. In addition, some “containment” fencing may be desirable in the east/west direction across the facility to allow the institution to limit the extent of any disorder that may occur among the inmate population. The vehicle entrance sally port is undersized for semi-trailer delivery vehicles. In addition, the gatehouse does not provide a secure vestibule on the perimeter.

The use of fixed cameras has created multiple blind spots. Any facility expansion would require an upgrade to the system, including changing from stationary cameras to a pan/tilt/zoom camera system. Additional high mast lights and additional towers may be needed if an expansion were to occur.

**Food Service and Laundry**

There are approximately 4053 meals produced each day at this facility. The required bakery items are produced on site. The meals are delivered in bulk to the housing unit servery areas. The facility was remodeled in the last few years and could serve an inmate capacity of 2000. There are, however, a number of important issues regarding the existing facility. During the remodeling process much of the walk-in cooler/freezer space was replaced, but the units were severely compromised in several locations. The conditions are such that they have potential for slip/fall injury as well as inefficient operations resulting in further degradation of the cold storage facility and increased costs to operate.

This facility also requires additional attention to be given to the floor damage and leaks at the steam kettle trench drains. The trench drains to floor seam leaks have been sufficient enough to require the placement of 33 gallon trash containers directly beneath the plumbing for the trench drains near the kettle line.

The present equipment inventory, with the exception of pan storage, could easily handle an expansion of inmate population. Due to seriously deteriorated floors in at least three of the walk-in units, action was undertaken to identify and correct the problem in order to avoid potential liability for worker injuries.

A central laundry with five commercial units handles inmate personal clothing. Additionally, each housing unit has laundry services for inmates to use. Institutional laundry, such as sheets, bedding and towels, is sent daily.
to Badger State Industries (BSI). Expansion of the institution would require upgrading and expanding the laundry facilities or increasing the contract with BSI.

**Treatment, Education and Other Services**

The primary treatment programs at the FLCI include anger management, domestic violence, sex offender treatment and cognitive interventions.

The educational programs include Adult Basic Education (ABE), GED/HSED instruction and employability skills. The education program at the FLCI is treatment oriented with a strong emphasis on vocational training. The FLCI in conjunction with the Moraine Park Technical College affords inmates the opportunity to participate in a significant number of vocational programs that result in a Technical Diploma of Certificate being awarded for successful completion of the program. The vocational program offerings include auto collision repair and refinishing, automotive maintenance tech, masonry/bricklaying, cabinetmaking/millwork, computer drafting-mechanical, custodial services, horticulture, machine tool operation, motorcycle, marine and outdoor power products tech, office software applications, welding-fabrication, heating, refrigeration, air conditioning and production welding.

The FLCI education programs operate two school shifts. The library has expanded hours, although the facility has limited library space for the size of the population.

The FLCI Health Services Unit (HSU) has recently been remodeled and a new dialysis unit was added. The nursing staff goes to the FMCI to reduce the number of minimum security inmate visits in to the medium security areas of the institution. The demand for health services is significant and any expansion of the facility would require consideration for additional space and staffing.

**Operational Considerations and Issues**

The aging population housed at the FLCI and their requirements for housing, health services, special diets and food service, and other special needs will require careful consideration as part of any plan to expand the institution. It should be noted that there are private health care facilities in the area, both in Fond du Lac and Waupun, which could potentially offer geriatric or hospice support for the correctional system. Additionally, the focus on academic and vocational education at this facility should not be lost, since it is the largest educational facility in the system.

If the population is expanded, the recreational facilities may need to be expanded. At the present time, the FLCI is offering more programs than are required, so a future expansion may be able to be addressed, in part, with scheduling.

Several buildings at the FLCI have inadequate space for their current operations. In the Administration Building, the visiting area is located in the south end of the building and on the same floor as the administration offices. The size of the space is inadequate to support visiting for the current inmate population and there are numerous access points to the area. In addition, accessibility to the floor and children’s play area from the public side is difficult. The area for the administration offices is small and does not allow for confidentiality under Health Insurance Portability and Accountability Act (HIPAA) guidelines. Furthermore, the Administration Building lacks
an Armory and Muster space, and there is a security concern about having the administrative staff inside the secure perimeter of the institution.

In the Educational Building, the entrance lobby was originally set up to be larger on each end. The heating, ventilation, and air conditioning (HVAC) system is sized for expansion. It was “dead-ended” at one point. Consideration should be given to the demolition of the current building and construction of a new, multi-purpose building to house a library, academic classrooms, and a computer lab. The building could provide ample space for religious services, education, and programming with minimal security coverage. All three areas could be supervised by one staff person. There is no desire to move the vocational section of the school.

Consideration should be given to the addition of two new 250-bed medium security housing units with wet cells. The wet cells would allow for special needs housing along with additional segregation housing. The units would be located east of the complex with an extension of the perimeter fencing and relocation of a guard tower. A new facility to house an additional work release unit containing 150 beds should also be considered.

At the FMCI, the recreation/multi-purpose building is inadequate for the multiple functions that occur there, which include exercise, visiting, and programming. The maintenance staff indicates that the HVAC systems servicing the recreation building provide poor indoor air quality. The work-release barracks need to have major repairs done or be replaced. These housing buildings were designed and built as temporary structures and are now showing the serious effects of hard use and aging. The storage within the minimum security housing units is also inadequate. The staff is using offices and the janitor closet for storage.

Existing Problems and Constraints
At the FMCI, the recreation/multi-purpose building is inadequate for the multiple functions that occur there, which include exercise, visiting, and programming. The maintenance staff indicates that the HVAC systems servicing the recreation building provide poor indoor air quality. The work-release barracks need to have major repairs done or be replaced. These housing buildings were designed and built as temporary structures and are now showing the serious effects of hard use and aging. The storage within the minimum security housing units is also inadequate. The staff is using offices and the janitor closet for storage.

The maintenance facility is located in the FLCI Vocational Building; it has inadequate storage space available and needs to be expanded. The FLCI/FMCI has a large vehicle fleet. The current vehicle maintenance space is inadequate to provide service to maintain these vehicles. The current vehicle maintenance garage has exhaust problems that need to be corrected and the space is deficient given the scope of the operation.

The FLCI Chapel does not have adequate space and does not allow for separate activities to occur in the building at the same time. The open walkway along the east side of the Vocational Building has structural deterioration where the concrete has cracked and, in some cases, has broken free of the reinforcement.

Expansion Capacity
The existing site of the FLCI is adjacent to the Fox Lake State Farm which would allow sufficient space for the proposed expansion of the institution. This available area would have access to sewer and power utilities. Any
expansion within the secure perimeter would not require an extensive expansion of the infrastructure. However, there would be a need to develop additional room for the administration and educational areas.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Taut-wire secure fence system is scheduled for August 2008.
- An HSU Dialysis Unit is in progress.
- Inmate intake and mail room.
- Widening the perimeter road on the west side of the facility.
- AODA bed expansion.
- New water storage facility.
- Rehabilitation of well #1.
- New phone system upgrade.
- Expansion of the Gatehouse and Armory entrance.
- New garage outside the fence to facilitate medium and minimum institution needs.
- Remodel Administration Building basement for visiting.
- Reconstruction of minimum barracks to include recreational space.
- Demolish Academic Building.
- Construct two new 250-bed Housing Units with wet cells, located east of the facility.
- Move perimeter fence line, road, and guard tower to accommodate the new housing units.
- Interior containment fencing to section off areas within the yard.
- Construct a Multi-Purpose Building for Administration outside the fence; expand the Armory & Gatehouse.
- Expand Segregation by 50 cells.
- Expand maintenance facility.
- Construct additional storage and programming space for the FMCI.
- Add vehicle maintenance garage and workspace.
- Construct addition to Chapel to provide ancillary rooms for programming.
- Add fire protection in buildings that do not have fire suppression, especially vocational education building.
- New Minimum Security Workhouse/Work Release center outside of minimum fencing.
- Central control electronics upgrade.
- Boiler replacement.
- Add warehouse food service freezer storage.
- Replace Academic Building with a two-level building that has school and treatment on level 1 and AODA and geriatrics/special needs on level 2.
- Window replacement.
### Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>Fox Lake Correctional Institution &amp; Fox Lake Minimum Facility</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tbody>
<tr>
<td>Construct two 250 cell/475 bed medium security housing units with support and core services (gatehouse, administrative offices, security offices, power plant, warehouse, program facilities, educational services, HSU, inmate property, food service, laundry, maintenance, receiving, storage, recreation, segregation housing, athletic fields, guard towers and perimeter fence security.)</td>
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<td><strong>$120.2m</strong></td>
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<td>Demolish the Service Building and construct an education building for AODA, treatment, classes and special needs services. Construct an addition to the gatehouse for lobby, administration and the armory. Construct a 50 bed addition for segregation housing.</td>
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<td>Construct a 300 bed minimum security housing addition to the multi-purpose building in addition to core support. Demolish the west emergency barracks building. Renovate the east emergency barracks building for program space.</td>
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<td><strong>TOTAL:</strong></td>
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### Summary

It is the recommendation of the Consultant that the FLCI be expanded to the east by the addition of a medium custody institution adjacent to the existing institution. The new facility would initially house 950 inmates with a future expansion capability to serve up to 1900 inmates. In addition, program and support service spaces would be constructed consistent with the needs of the increased population and proposed addition. Any existing limitations with the infrastructure and systems will also require attention. This site offers a favorable location for an expansion of an existing facility on state-owned and neighboring properties. Any proposed expansion will also have a significant impact on all major core and service spaces.

The existing facility will also require solutions designed to address the lack of adequate storage, program and treatment spaces, staff offices, as well as limitations with the infrastructure and systems. The housing capacity within the existing perimeter could increase with the addition of two, 250 bed housing units for inmates with special needs and a recommended increase in the available segregation housing.
Green Bay Correctional Institution (GBCI)

The history of the Green Bay Correctional Institution began in 1897 when the Wisconsin Legislature approved $75,000 for the construction of a state reformatory for young male offenders. The state purchased an old brick bicycle factory on 198 acres of land located between Green Bay, De Pere and the Fox and East Rivers in Brown County that was to become the Wisconsin State Reformatory. The first eight inmates were transferred from the Waupun State Prison in August 1898. The construction of the Reformatory occurred over the next two decades. The North Cell Hall was constructed between 1898 and 1904; the South Cell Hall and the former Administration Building were constructed between 1915 and 1922. A wooden fence surrounding the main compound was constructed in 1916 and replaced several years later by a 22-foot high concrete wall. In 1932, the age limit was changed to inmates that were 16-25 years of age in order to alleviate overcrowding. Eventually the Wisconsin State Reformatory became an adult male, maximum-security prison in 1972, and the name was changed to the Green Bay Correctional Institution in 1979. In 1990, the Wisconsin State Reformatory Historic District, which includes seven buildings and one structure, was listed in the National Register of Historic Places and the Wisconsin State Register of Historic Places.

A majority of the now 29-acre grounds is contained within the perimeter walls secured by six armed towers. The institution includes the two original, 296-bed cell halls, two dormitory units, the Mainstream Unit, and one 150-bed segregation building. The segregation unit is utilized for offender protective, temporary, emergency, and disciplinary confinement. Other areas in the facility include the kitchen, two dining rooms, a power plant, laundry and textiles facilities, a school, a Health Services Unit (HSU), a chapel, psychological/social service areas, maintenance facilities, indoor and outdoor recreation facilities, a visiting room, and administrative offices.

The authorized staffing pattern for the GBCI includes approximately 377 full-time-equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $34,168,109, representing an annual per capita cost of $31,666 and a daily per capita cost of $86 for each male offender housed there.

As of May 9, 2008 the designated capacity for the GBCI was 749. On that same day a population of 1,087 men was assigned to the facility.

Overview
The Green Bay Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the GBCI is to ensure the safety of the public, staff, and offenders by operating a safe, secure, and humane institution; to provide offenders with opportunities to participate in meaningful programs and activities; and to increase successful reintegration into the community by preparing and guiding offenders in making necessary life changes as well as helping with resources for their essential reentry into society.
General Issues
The North and South Cell Halls each consist of four tiers with 74 cells per tier, designed to house a total of 296 inmates. However, the facility has double-bunked 128 cells between these two cell halls in order to accommodate 360 plus inmates in each cell hall. The cells have sliding doors that are electronically controlled with key back-up at the door. The showers and clothing issue are provided below the rotunda between the cell halls. There is no day room space. The facility administration area is located between the two cell halls, with a majority of the offices located inside the secure perimeter.

The Dormitory A is located in the original food service area in the Administrative Building. The space consists of a 112-bed open dormitory room that is used for sleeping, two day rooms, a food servery, a toilet and shower area, and an enclosed officer station.

The segregation building has 150 single-bunk cells with lavatory, toilets, and showers. The building has a radio system throughout and the area is excessively noisy. Electronic locks with no key override control the cell doors.

The chapel is a stand-alone building located between the School and Administrative Building. The size is adequate to meet the needs of the current inmate population. The chapel is available Monday through Friday from 7:30 a.m. to 4:30 p.m. and for scheduled functions. Only 70 inmates are allowed to participate in chapel functions at a time and at least one staff person must be present, since there is no surveillance within the building. The space is provided with steam heat, with no provisions for ventilation or tempered air.

Constructed in 1999, the inmate processing building handles new admissions and releases from the institution. Additionally, the building serves as the staff and visitor entrance to the facility and provides an accessible visiting area. Small package deliveries to the facility are dropped off at this building. The building is adequate for its purpose.

With one exception, the educational and vocational programs are located in the building off of the rotunda. The cabinet making program is in the shop building located below housing Dormitory B. The educational and vocational programs have a maximum capacity of ten inmates, and there is a waiting list to get into the programs. The law library is now internet based with access also available in the segregation housing unit.

The outside recreation yard is approximately 20,000 square feet with areas for basketball, volleyball, horseshoes, weight training, and softball. Between 125 and 130 inmates use the yard at one time. The recreation building, centrally located in the yard, is used for equipment storage and staff supervision. In addition, there are 23 shower stalls in the basement. An indoor recreation area is available on the third floor of the Administration Building. The area is divided into different areas for games, pool tables, ping pong tables, inmate phones, a gymnasium and an exercise area.

The warehouse stores and canteen are located inside the perimeter on the first floor of the old auto body shop building. This location limits the available product delivery hours. The canteen service is done on-site through contract with a vendor and is adequate in size and operation. Maintenance and associated storage are in multiple locations throughout the institution, providing adequate space for maintenance functions.
The Badger State Industries (BSI) handles textile operations at the GBCI, including mattresses, inmate clothing and bedding. The Badger State Industries primarily uses the second floor of the old auto body shop building; it uses a portion of the building’s first floor for storage. The BSI employs between 25 and 28 inmate workers and a minimum of one staff member. There is also one correctional officer stationed within the area, which does not have camera coverage.

The GBCI is not compliant with the Americans with Disabilities Act (ADA). General visiting is located on the second floor of the administration building, which is not accessible. The inmate processing building is used for accessible visiting for handicapped visitors. Inmates with disabilities cannot be accommodated in the original cell halls or dormitory housing.

The GBCI is listed in the National Register of Historic Places and in the Wisconsin State Register of Historic Places as the Wisconsin State Reformatory Historic District.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific offender needs such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

Approximately one-third of the GBCI offender population has long-term or life sentences and many of them are likely to spend the remainder of their lives in prison. In addition, ninety-percent of the men housed there are serving time for violent crimes.

Infrastructure Considerations
The water distribution system enters the institution from Webster Avenue at the southeast side of the facility and is a looped system providing fire and water service to individual buildings and hydrants. Most of the system was replaced in 1986 and is in good condition. The fire main to housing Dormitory B is undersized and needs to be replaced with a minimum four-inch pipe. The plumbing fixtures and interior piping are generally in good condition, but replacements and modification are required. The porcelain fixtures in the cell houses should be replaced with stainless. The group showers in the cell halls should be replaced with individual showers. There are no ADA fixtures in cells to accommodate handicapped inmates. The Recreation Center shower room does not have an adequate number of fixtures.

The storm sewer system is in good condition and exits the facility through two 24-inch mains located at the northwest corner of the facility. The storm water is discharged to the adjacent Fox River. The site drainage and parking area drains are in adequate condition and function well. The sanitary sewer system exits the facility through a 12-inch main that runs northwest to Riverside Drive (State Highway 57) to the sanitary sewage district. This system is also in good condition. However, there are no grinders on the system, which causes occasional blockage problems.
A central powerhouse with four steam boilers fired by natural gas, fuel oil, and/or coal serve the institution heating system. The boilers generate 60,000 lbs of steam per hour at 125 psi steam pressure. The heating plant is in good condition and has 75-100% redundant capacity. Steam tunnels and piping are in good shape and provide distribution throughout the complex. Steam pressure reducing stations maintain 5-10 psi steam pressure for heating requirements in individual buildings. The steam/hot water converters provide hot water for heating and domestic water generation. There is no central cooling system in the institution.

The HVAC system in the administration area and cell halls includes perimeter steam heat, operable windows, single zone air handling units, and small split AC systems for spot cooling. The vocational school uses unit ventilators in the classrooms, air handling units with outdoor condensing unit and steam heating coil for the print shop. The control towers have electric heaters. The Health Services building has an air cooled chiller serving air handling units with chilled and hot water coils. The new segregation building HVAC system uses constant volume air handling units with hot water and direct expansion cooling coils and hot water reheat coils to maintain space temperatures. The HVAC controls are pneumatic control and operate with the exception of segregation and processing which utilize DDC controls. In general the HVAC systems have been well maintained and there are few complaints, although system improvements will be required to maintain future HVAC standards.

Recently the fire alarm system devices were replaced, and the software was upgraded to a fully-addressable system for the cell halls, main building, food service building, vocational school and treatment center building.

The electrical service is 4160V/600A on the primary side with one feed. The substation is located north of the power plant, outside the perimeter wall. The switchgear was replaced in 2005 and the system is in good condition. The electrical infrastructure is in relatively good shape with the exception of the cell halls which require new panels, wiring, and outlets to meet increased power load requirements in cells.

A 1,000-kw diesel generator provides emergency power for the institution. The generator is tested every two weeks. The service feeds both normal and emergency systems that provide 100 percent back-up to the entire Institution. The system is designed to shed certain buildings if peak loads demand it. A separate 100-kw diesel generator provides emergency power to the power plant.

There is no public address system throughout the facility. The telephone system in the institution is 25 years old, archaic, and in need of upgrading. There are 12 phone lines into the institution, with four additional dedicated lines and 4 facsimile lines. The teleconference visiting system also needs to be upgraded. The GBCI information technology (IT) system has a direct line to the Madison IT system and Badger net.

Security Considerations
The GBCI encompasses 29 acres inside the perimeter walls and is immediately adjacent to a residential community that developed around the institution. The perimeter barrier consists of a 22-foot-high wall with small sections of razor ribbon at the top. Along the walls there are six guard towers, high mast lighting and three exterior cameras.

The facility has two pedestrian and two vehicle entrances. The front entry, located at the Administration Building, is used for staff and visitors to the institution. The staff and visitors also use the Inmate Processing...
Building entrance. The south vehicle sally port, which is located at the Inmate Processing Building, is the primary entrance for all delivery vehicles as well as DOC and law enforcement vehicles transporting inmates. Located adjacent to the power plant, the north vehicle sally port is a secondary delivery point and back-up emergency entrance.

One hundred cameras (60 fixed and 40 pan, tilt, and zoom) handle interior video surveillance. A digital video recorder (DVR) records the video captured by the cameras. The camera system is a stand-alone system for the facility with a separate system for segregation housing. The library area has minimal coverage. The DVR and several cameras have recently been updated. In 2006 a new staff communication radio system was installed and includes 150 E.F. Johnson radios.

The two cell halls have an electronic locking system for the cell doors that is operated from a secure work station; keys are a backup for this system. The reception, transition, and mainstream units have standard keys for cell locks.

A project is required to reprogram the door controls for the segregation building that opened in 1999. These doors have an electronic locking system with no key backup/override. The control needs and security issues within the school building and other portions of the institution need to be addressed.

Food Service and Laundry
Built in 1982, the food service building was designed to serve 850 inmates. At the present time, more than 3300 meals per day including special diets are produced in this facility. It has exceeded the design capacity for production. If the institution population increases, the food service operation will require expansion. The food service operation runs from 5:00 a.m. to 6:30 p.m. every day and the full-service bakery operate for 40 hours, five days a week. The meals are served by different methods depending on the location. The staff and inmates in the cell halls and dormitory “B” come to the dining halls. Dormitory A has bulk food delivered and dispensed in a servery. The segregation unit meals are set up in food service on insulated trays and then delivered to the unit for distribution to inmates. Inmates working for BSI have Styrofoam trays made up and delivered to them. Inmates and staff in the treatment center building and staff members working in the guard towers have trays delivered to them. It is recommended that the institution review the transport system employed at the OSCI.

There are two dining halls that serve meals three times per day: from 6:00 a.m. to 7:50 a.m., 10:00 a.m. to 12:45 p.m., and from 3:00 p.m. to 6:10 p.m. The process allows two hours to serve and feed the inmates, giving the inmates ten minutes to eat. During each serving period, 750 inmates go through the two dining halls, filling each space with 100 inmates at a time. Dividing the dining service into smaller groups to allow for better supervision is also preferred.

The food service warehouse is located in the building basement. The water-cooled condensing units for the coolers and freezers are also located in the basement. Storage space in the food service warehouse is inadequate.
Produce is delivered once a week and milk products are delivered twice a week. Groceries are delivered once a month with three trucks. Although the cooler space is adequate, the freezer storage space is not sufficient. The 15-year-old dishwasher needs to be replaced.

Recycled waste is taken to a recycling location as needed, and trash waste is picked up once a week.

This food service facility faces security challenges including poor site lines and poor inmate movement flow. The receiving area is grossly inadequate for the volume of deliveries moving through the area.

As with many institutions there is evidence of floor damage due to wear and tear, excessive water use during floor cleaning processes and deterioration in and around the kettle area.

The vegetable preparation room appears to be a good design although floor and cove base damage are evident here. This is likely due to contact with carts and other movable equipment such as hand trucks. It appears that one of the ventilation hoods is operating when cooking equipment is not in use.

The food service equipment is connected to emergency power. The emergency system is tested every two weeks. Presently there is an eight-second response time.

The institution laundry, including most inmate clothing, is shipped to and cleaned at the BSI laundry at the Oshkosh Correctional Institution. The inmates in Dorms A and B have access to residential laundry equipment for their personal belongings.

**Treatment, Education and Other Services**

The primary treatment programs available at the GBCI include anger management, cognitive interventions, parenting and the Self Management and Recovery Training (SMART) AODA program. Additional services also include Pre-Release Groups and Reentry, Alcoholics Anonymous, Narcotics Anonymous, Self-Help, Coping Skills, Veterans Group and Chapel services. The Mainstream Unit also provides specialized programming for inmates who are intellectually and/or socially low-functioning and who may be vulnerable to problems if placed in a general population setting.

The academic education program is predominantly adult basic education (ABE). There are 200 inmates enrolled in classes including basic ABE, intermediate ABE, high school equivalency diploma (HSED), special education, Title 1 and English as a Second Language courses. The vocational programs include cabinet making and wood technology, painting and refinishing, masonry, printing and graphics, barber and cosmetology, and office assistant and computer skills. Correspondence courses are also available for students capable of and approved for self-study in college level courses or continuing education course.

The Treatment Center was constructed in 1963 and includes areas for health services, inmate housing, social services, records, and psychological and support staff. The Health Services Unit (HSU) operates from 6:00 a.m. to 10:00 p.m. Monday through Friday and 6:00 a.m. to 6:00 p.m. on weekends. Psychiatric services are provided 20 hours each week. The HSU also provides physician, psychiatric, and dental services to inmates from Sanger B. Powers Correctional Center.
In a medical emergency the staff transfers inmates to St. Vincent Hospital in Green Bay. Some non-emergency medical cases are referred to Waupun Memorial Hospital or the University of Wisconsin Hospital and Clinic in Madison for pre-scheduled appointments. In addition, oral surgery, orthodontics and optometry patients are sent to the Dodge Correctional Institution.

The HSU presents security and space concerns. There are three exam rooms and a doctor’s office. The exam rooms are located inside of another room and have size limitations. The medical lab work is done in two make-shift rooms. Since there are no infirmary cells, two ward rooms are used, but this space has security and supervision problems. The HSU does not have a waiting area or a central location for storage of inmate medical records; medication storage is not adequate. Medications are organized in the HSU and transferred using four secure medical carts to the rotunda for dispensing to the general population inmates. At the rotunda, a registered nurse distributes the medication to inmates. The diabetic chart for testing is also done at the rotunda.

The Treatment Center building also houses the Mainstream Unit, which consists of 25 beds in the lower level. The Mainstream Unit provides specialized programming for inmates who are intellectually and/or socially low-functioning and who may be vulnerable to problems if placed in a general population setting. The building’s main floor houses the inmate receiving area, which consists of 24 double-bunked cells. The transition unit has 16 cells that are double-bunked and the purpose of the unit is to assist inmates in the adjustment of moving from segregation status to general housing status. The officers’ station between the housing units is not adequate and should be addressed.

The second floor of the Treatment Center building has offices for treatment staff, including social workers, psychologists, and records and support staff. The storage of inmate social service and legal records, located toward the south end of this floor, creates security concerns.

The institution also provides approximately 260 inmate job assignments that include janitorial, food service, yard, maintenance, paint crew or garden work. Many inmates also serve as tutors for other inmates who need assistance.

**Operational Considerations**

The GBCI was originally constructed to house 590 inmates. The institution capacity has subsequently been increased to a designated capacity of 749 through the addition of dormitory housing, creation of a mainstream unit, segregation building, and double occupancy in the existing cell halls. Even though the institution has considered various options it continues to house over 300 inmates beyond its capacity.

The age of the facility contributes to ongoing day to day concerns and operational limitations. The non-compliance with the American Disabilities Act (ADA) has been addressed and resolved. Any proposed modifications to the institution in the form of expansions, renovations or space remodeling will need to consider the requirements of the National and State Registers of Historic Places.
The security supervision is a challenge because of the number of inmates living in the cell halls and dormitory. For operational purposes it would be preferable to house the inmates in smaller groups and provide less movement throughout the institution.

The HSU does not have adequate space to handle the inmate visits as well as the inmate flow through the unit. Security within the unit is also a concern given the location of the inmate social services and legal records.

**Existing Problems and Constraints**

While the number of offices in the administration area is adequate, there is a lack of large spaces to conduct meetings and training. The windows throughout the building are old and are not energy-efficient and should be replaced.

Although there is sufficient room to conduct the office assistant program, the school building does not have adequate space to operate the other vocational programs. In addition, there are only eleven classrooms for the thirteen teachers on staff.

The visiting area is not sufficient for the needs of the institution. The space is not large enough to handle visits comfortably. The small rooms to the side of the visiting area are difficult to supervise and control. There is poor staff visibility of the visiting groups, and the outside wall of the room is part of the secure perimeter of the facility. The visiting area is not in compliance with the ADA; an alternative space is provided for visitors needing accessibility for visits.

The number of showers and amount of equipment storage space in the recreation building are not adequate for the size population. Additionally, the shower area is not sanitary and the visual supervision of the area is difficult. The original windows in the building also need to be replaced. The institution warehouse storage space is also not adequate.

Due to their deteriorated condition, the guard towers should be replaced. At a minimum, maintenance upgrades to the brickwork and tuck-pointing should be performed on the guard towers, as well as on the buildings and perimeter walls, to reduce moisture absorption.

**Expansion Capacity**

The GBCI is bordered by 22 foot high concrete walls beyond which are residential neighborhoods. Any expansion beyond the walls is not a consideration. Within the walls, however, the institution has approximately 15 acres of land that could be developed for new housing, upgraded infrastructure, and support services. Since the facility will remain operational during any work within the walls, planning and staging of the various projects will be critical in order to minimize the disruption to the ongoing operation of the institution.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Upgrade fire alarm.
- Upgrade control center.
- Replace telephone system with capability for a public address system.
- Relocate Deputy Warden and Security offices to second-floor visiting.
- Relocate records and Program Review Coordinator offices to those vacated in Number 2.
- Provide new shower areas for each cell hall.
- Expand the camera system.
- Replace six towers and tuck-point exterior bases.
- Add a new elevator to serve the second floor for ADA accessibility.
- Construct new Visiting Building.
- Repair the perimeter wall.
- Upgrade electrical system in cell halls.
- Expand food service operation and remodel dining halls.
- Replace outside recreation and shower building.
- Remodel and expand inside recreation shower area.
- Add vocational and educational program space.
- Construct 240-bed housing unit to replace the two existing dorms.
- Construct Community Reintegration Housing Unit.
- Construct building at the weapons range.
- Provide a new warehouse, garage, armory, and training space outside of perimeter walls.
- Remodel main building.
- Remodel HSU.
- Remodel records office and storage.

### Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>Green Bay Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
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<tbody>
<tr>
<td>Construct a 250 cell/475 bed maximum security housing building; construct a 100 cell/160 bed Community Reintegration housing unit; construct core support services and an addition for the gatehouse and visiting</td>
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<td>$ 61.0m</td>
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<tr>
<td>Construct a 250 cell/475 bed maximum security housing building; demolish the existing HSU, BSI, canteen, maintenance, shop and the 125 bed dormitory; construct new buildings for maintenance, HSU, canteen, laundry, programs, recreation and BSI</td>
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<td>$ 81.4m</td>
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<tr>
<td><strong>TOTAL:</strong></td>
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<td></td>
<td>$ 61.0m</td>
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<td>$ 81.4m</td>
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Summary
The GBCI, while one of the oldest facilities in the correctional system has the space and capacity to expand in order to relieve its current overcrowding and modify the existing buildings to make them functional for the staff and inmates.

It is the recommendation of the Consultant that the available housing at the GBCI be increased, the dormitory housing be eliminated, the multiple occupancy of the cell halls be discontinued and the mainstream housing unit be relocated.

The core support buildings should also be redeveloped to provide better usability, security, and safety for the staff and inmates. Many of the buildings presently used to provide core and support services have outlived their original purpose and useful life. New buildings for vehicle storage, maintenance, programming, indoor recreation, HSU, PSU, canteen, and laundry will provide increased efficiency and better security within those areas.

Renovating the food service area will provide increased production capacity. Dining for the new housing units would take place directly on the unit; only the cell halls would continue to use the existing dining hall. Improved security within that space, including better sightlines, should be a priority.

The proposed housing units would be designed according to the unit management supervision model to help reduce the amount of inmate movement, allow staff to provide more services to the inmates, and increase safety for staff and inmates. The existing cell halls would revert back to their original population capacity.

The internal layout of the facility on the site should provide containment barriers within the walls to better control inmate movement and the congregation of large numbers of inmates.

Even though the staff is doing a great job in successfully operating one of the oldest correctional institutions in the state, they are constantly faced with responding to the considerable demands and limitations presented by the existing physical plant and crowding in the institution. The renovation of the support services to provide for increased supervision along with better functional spaces will go a long way in providing a safe and secure environment for staff and inmates.
Jackson Correctional Institution (JCI)

The Jackson Correctional Institution originally opened in 1996 as a 600-bed adult male medium-security institution. The institution is located in Black River Falls, in Jackson County, on 250 acres of land. The Jackson Correctional Institution was constructed as part of the Legislative response to the State of Wisconsin, 1990 Correctional System Development Plan, which approved a $145.4 million building program to provide an additional 1,684 beds to the Wisconsin Prison System. Within one year of opening a 150-bed barracks was also added to the institution. The JCI facilities currently occupy 43 acres within the secure perimeter.

The JCI was constructed and operates under the Unit Management concept which provides a decentralized approach to institution and inmate management that allows for direct supervision of the inmates on the basis of housing unit assignment.

The authorized staffing pattern for the JCI includes approximately 300 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $27,013,057, representing an annual per capita cost of $27,424 and a daily per capita cost of $75 for each male offender served there.

As of May 9, 2008 the designated capacity for the JCI was 837. On that same day a population of 997 men was assigned to the facility.

Overview
The Jackson Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the JCI to provide for the protection of the public, staff and offenders while promoting an environment that encourages positive changes in the lives of inmates.

General Issues
The accessibility of the institution and its compliance with the requirements of the Americans with Disabilities Act (ADA) is generally good because the institution was designed and built in the 1990s.

The institution administrative area is adequate for the current needs of the facility. It would require some expansion if the inmate housing capacity is increased by any significant number. Individual office space is sufficient, but a shortage of meeting and conference room area exists.

The administration storage space is adequate and is being fully utilized. Approximately 75 additional parking stalls are needed to address shift-change, staff parking and visitor parking needs. The existing parking lot is in need of seal coating and striping.

The inmate housing consists of four housing units, one barracks unit and one segregation unit. Toilets and showers are centrally located near the officer station. Each unit has its own dining area and one housing unit has wet cells. The 1990 Correctional System Development Plan included provisions within the existing perimeter for two additional housing units that would accommodate another 400 inmates (a 40 percent
increase). The segregation unit, which contains 50 beds, is undersized and would be even more so with any population increase.

The maintenance areas are considered too small, but the space that is available is well-organized and managed. The vehicle service area is too confined to hoist many vehicles. Therefore, some equipment must be serviced outside, even during cold-weather months. If automotive servicing became a vocational program at the JCI, the area would need to expand accordingly.

The religious services, visiting, and some training activities take place in a large multi-purpose room in the Franklin Building. The space is currently adequate, but it could not handle an inmate population increase of 40 percent. The general storage is inadequate. At the present time, mobile storage containers are used in various places around the institution to meet these needs.

**Inmate Population and Projections**
The Jackson Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

**Infrastructure Considerations**
The institution has a central plant with two 600-hp hot water boilers that serve the entire facility. There is additional heating capacity from these two boilers, and there is sufficient space for a third boiler to be added, if needed. The hot-water distribution piping has adequate capacity for expansion.

The Ho-Chunk Nation provides sewage treatment for the institution. The sanitary system is part of the Wazze Waste Water Commission. The Town of Brockway supplies the JCI with water and excess capacity would be available to handle a population increase of 400 inmates.

There are two diesel generators, both approximately 910 KVA, which can handle the entire facility when running. These units are at 75 percent capacity. The mechanical cooling loads for the administration area can be met with the present HVAC equipment.

**Security Considerations**
The existing security systems are generally adequate. There are 37 cameras, including 20 interior and 17 exterior cameras. The JCI would benefit from more cameras. If more cameras are added because of a population increase, camera-monitoring space within the central control should increase as well.

The perimeter fence is secure. The interior perimeter taunt wire fence will be replaced with a metal chain link fabric and an electrical stun fence in August 2008. The facility may benefit from having a second vehicle sally
port. The outside perimeter lighting is adequate, although the high mast lighting is dim and costly to maintain. The JCI also needs additional security training space.

**Food Service and Laundry**

The food service area is sized adequately for the current inmate population and is being fully utilized. Approximately 3,500 meals are prepared and served daily. The meals are transported in bulk to the five housing unit servery areas. The kitchen operates in two shifts, utilizing between 55 and 75 inmates and seven food-service staff members plus two supervisors and two officers. If the inmate population were to increase by 40 percent, the present food service area and equipment could not meet the increased demand. There is room to expand the food service operation. Presently, there is a project in place to expand the walk-in cooler and freezer each by 600 sq ft. Generally, the food-service equipment is in fair condition, but individual pieces need replacement, such as the dishwasher and hot-food carts. The primary power source for the food service operation is electric and steam. It is not clear which equipment, if any, is on emergency power supply. This should be verified and adjusted to supply power to, at minimum, the cold storage, emergency lighting and some critical pieces of cooking equipment. The kitchen quarry tile floor is failing in places and is being patched.

The dry-food goods are delivered once per month to the food service warehouse and perishables are delivered weekly to the kitchen. The JCI has three large gardens, which provide approximately 27,000 pounds of vegetables per year for institutional consumption and donations.

The laundry services are centralized for the state-issued clothing and linens. Coin-operated laundries are provided in the housing units for inmate personal use. There are presently two 250-pound washers and dryers, one 75-pound washer and three 75-pound dryers. When the entrance to the room is left open the ventilation is adequate. Only one of the two dedicated water heaters is operational. The central laundry is adequate for the present inmate population, but could not handle an inmate population increase of 40 percent.

**Treatment, Education and Other Services**

The primary treatment programs offered at the JCI include AODA, anger management, domestic violence, sex offender treatment and cognitive interventions. Approximately 90 to 100 inmates participate in the Alcohol and Other Drug Abuse (AODA) programs per year.

The academic education programs have approximately 200 inmates currently enrolled in the High School Equivalency Diploma (HSED) and General Education Diploma (GED) programs. Generally, between 400 and 450 inmates participate in academic programming each year. There are six classrooms, including one computer lab; a library; and eight staff teachers. This area also handles inmate complaints. The educational programs typically operate from 7:00 a.m.-4:20 p.m. There is no tempered air in any of the educational spaces except for the computer lab.

The vocational programs offered include food service and the computer lab; approximately 95 inmates per year are assigned to the vocational programs. Additionally, inmates may have work assignments in areas such as janitorial, maintenance, laundry, kitchen, working as a barber, clerking in the canteen or store, running mail, performing community service, or helping with visiting room photography.
The Badger State Industries (BSI) has adequate space to meet its current needs. Originally the work had involved computer de-manufacturing; it has been replaced with a BSI sign shop. The hydro-stripping of signs, which is currently done at another facility, is scheduled to be relocated to the JCI.

The Health Services Unit (HSU) is adequate for the present inmate population. The HSU is comprised of a dental area with three chairs, three exam rooms with adjacent offices, a nursing station, an X-ray room, a medications room and six patient rooms (three have negative pressure for isolation). There is a seldom used or needed built-in oxygen system that has never operated as designed. All medications are distributed from a small vestibule in the HSU, which is problematic. The HSU is usually open 16-hours per day with 7 full-time staff members. Emergency care is provided at Black River Falls Memorial Hospital and the University of Wisconsin-Madison Hospital. The HSU would need to expand to accommodate an inmate population increase of 40 percent.

The recreation space includes a gymnasium and adjacent weight and exercise rooms. The JCI also has outdoor baseball diamonds, horseshoe pits, basketball courts and walking tracks. These recreational facilities are generally open from 8:00 a.m. to 9:00 p.m. The present recreational facilities could not accommodate an inmate population increase of 40 percent.

Operational Considerations
The JCI master site plan provided for the addition of two housing units to accommodate 400 additional inmates, a 40 percent increase. However, the current core support services of the institution, such as administration, food service, laundry, HSU, recreation, maintenance, and storage, will not be able to service a population increase of that magnitude. The current infrastructure can accommodate expansion of the inmate population and necessary housing.

The institution would benefit from additional security cameras, another vehicle sally port, and multiple parking stalls.

The expansion in the capacity of this facility would provide additional job opportunities within the community and would not displace any current staff. The proposed expansion would need to be phased, however, to produce new minimum security beds for those displaced by remodeling of Building X into program space.

If additional space is not provided for the food service, health services and recreational facilities the institution would need to modify daily operating schedules to accommodate the increased inmate population.

Security systems will need to be upgraded and augmented to account for the increased inmate population. Specifically, additional cameras and monitoring capability will be needed.

Existing Problems and Constraints
This facility opened in 1996 and is in reasonably good condition overall, except for the roofs which have been problematic since the facility opened. It is generally ADA compliant; any minor issues that do exist could be corrected relatively easily. The institution management and staff presently utilize all of the available space within facility. The institution appears to be very well maintained.
Most problems and constraints at the institution are a result of the present prison population exceeding the original design of the facility. The JCI was originally designed for 680 inmates but it presently houses almost 1,000 men. Consequently, the institution’s support facilities are generally at capacity and cannot support a major increase in prison population without significant modifications.

**Expansion Capacity**
The institution occupies 43 acres of the entire 250 acre site. The facility’s master plan included provisions for two additional housing units that would accommodate an additional 400 inmates. Appropriate utilities have been stubbed to the designated sites of these housing units to accommodate their future development.

Additional program space can be realized by using Building X for this purpose, following the construction of a new 150 bed barracks housing unit outside the fence for the inmates currently occupying Building X. A new building for program activities can be constructed between Building K and the new Housing Unit S. Finally, additional Visiting and Central Control needs associated with the 40% increase in the overall population can be accommodated with an addition to the east side of existing Building F.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants’ site tour:

- Provide additional security cameras and monitoring.
- Construct additional maintenance space.
- Provide more recreational space for inmates.
- Increase general storage area.
- Construct two 104-cell housing units.
- Install additional security cameras and expand monitoring capabilities.
- Expand maintenance and general storage.
- Expand inmate recreation building.

The major capital projects being recommended below for the JCI will address these needs as necessary.

**Recommended Major Capital Projects and Estimate of Probable Cost**

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<tr>
<th>Jackson Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
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<tbody>
<tr>
<td>Construct two new 104 Cell/400 bed medium security housing units including program space. Construct an addition for core space to be used for education, recreation, a warehouse and maintenance. Construct a 150 bed minimum security housing building with core and support services.</td>
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<td>$ 43.1m</td>
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<td><strong>TOTAL:</strong></td>
<td><strong>$ 43.1m</strong></td>
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</table>
Summary

The original JCI master plan was developed to accommodate two additional housing units that would house 400 additional inmates. The utility infrastructure was designed to meet the anticipated needs of these new housing facilities. However, the existing inmate population is presently utilizing the support functions of the institution to their maximum capacity; any significant inmate population increase will mean that these support facilities will need to expand, or be modified, accordingly.

There is sufficient acreage on the site to meet the area requirements of the anticipated expansion.

An expansion of the institution would have a major impact on all core and service areas; the existing infrastructure should be able to meet the needs of an expansion.

By addressing the deficiencies in storage, maintenance, and recreational space, the JCI will be better able to serve the staff and inmates.
The Kettle Moraine Correctional Institution originally opened in 1962 as a 287-bed facility known as the Wisconsin School for Boys. It is located adjacent to the Kettle Moraine State Forest in Sheboygan County, approximately 10 miles west of the City of Plymouth and 17 miles southeast of Fond du Lac. In 1974 the facility was converted to a medium-security facility for adult males and was renamed the Kettle Moraine Correctional Institution. In 1995 a 150-bed dormitory was added to the institution to accommodate continued crowding in the correctional system. The facility site includes 400 acres of land, of which 80 acres are within the secure perimeter fence.

The authorized staffing pattern for the KMCI includes approximately 352 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the institution was $33,156,911, representing an annual per capita cost of $28,075 and a daily per capita cost of $76 for each male offender served there.

As of May 9, 2008 the designated capacity for the KMCI was 783. On that same day a population of 1,185 men was assigned to the facility.

Overview
The Kettle Moraine Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the KMCI is to ensure public and staff safety, while keeping inmates in medium-custody until they are properly released or transferred; provide for the custodial needs of inmates; motivate inmates to learn and develop skills which will prepare them for reintegration in the community; and work cooperatively within the institution and with the Department and the public to ensure that health care is provided to inmates consistent with professional, community and correctional health care standards.

The conversion of the Wisconsin School for Boys into a medium-security adult institution included new buildings, a double 12-foot high fence, 7 armed towers and many technological enhancements of the time to ensure the safety and security of the public, staff and inmates.

General Issues
Some of the buildings at the KMCI meet the requirements of the Americans with Disabilities Act (ADA) and are accessible. The maintenance area is adequate for the current facility capacity. The staff is meeting the facility needs within the current space. The vehicle maintenance garage has inadequate space and is located adjacent to a heavy-use inmate traffic area. However, the visual supervision of the area is difficult. Storage is limited, and the staff only has on hand the materials that are required for the work schedule.

The staff training center is located outside of the secure perimeter and it serves as a multi-purpose building that also includes an incident command post, meeting rooms for the facility and outside agencies, triage, and a crisis negotiating team room. There is no monitoring of the building due to its remote location, and it does not have
visual supervision. The firing range was built in 1990 and is currently adequate. There is no containment for lead within the berm.

The main administration and support building opened in 1962 as part of the original School for Boys. It now contains administration, the Health Services Unit (HSU), human resources, an inmate complaint examiner (ICE), executive offices, security offices, security supervisors, psychology services, business office, inmate records, visiting, the Control Center, property, mail, social workers, inmate intake, and program review coordinator (PRC) functions for the facility. Because the building houses so many services, there is a lack of quality functional space and circulation. Ensuring the safety and security of the staff and inmates is a challenge.

The equipment for security, information technology (IT), and the phone service is located in the building and do not have a secure environment. The inmate movement through the building occurs next to the control center, often times blocking the view of control room staff. This area could be compromised. There is also a concern for the safety of the visiting area. In addition, the building has inadequate office, program, and conference space.

There are a limited number of conference rooms, and those that are available lack visual privacy. Long-term facility storage, inmate mail, and inmate property are located in the basement in a location that is not secured; there are also concerns with stair access and safety issues. The waiting area in the building is used by inmates for intake, visiting, and HSU appointments. There is only one door between the visiting area and inmate waiting area. It is controlled electronically and can be compromised by traffic. There are no other barriers to control inmate movement. The general toilets are used for inmate strip searches.

The intake process occurs in the administration building and can involve approximately 10 to 15 inmates at a time. The inmate property is unloaded from the transportation bus and carried to the basement by staff. Staff members also move inmate mail to the basement. The size of the property room is minimal, with five staff assigned to conduct the inspection process. The reception process, including photographs, occurs in the basement. When completed, the inmates are moved to Housing Unit 16 until they receive their assignments to other housing units. The stair access to the basement, which has resulted in staff injuries, has security and safety issues, including the height of the stair risers, width of stairs, lack of video surveillance, and blind corners. A limited solution to these conditions could be provided by the installation of a dumbwaiter between the floors.

Housing Units 1 through 12 were built in 1962 and additions were constructed in 1985. Each unit houses 65 inmates, in primarily double-bunked rooms. Five single-bunked rooms are also available. However, Unit 10 houses 50 inmates and Unit 12 houses 52 inmates, rather than 65 inmates. One room in each of the housing units is designated for a social worker. The buildings were built as part of the original School for Boys and are not secure containment facilities. The windows are original and can easily be breached. A project to provide a secure officer work station within the housing unit is currently underway.

Housing Unit 14 houses the segregation unit, which opened in 1993. The unit contains 50 cells, two of which are observation cells, and two of which are ADA accessible cells. The unit can house up to 100 inmates with double occupancy, and it currently houses approximately 76 inmates. The systems and finishes in the building are worn and require continuous maintenance and repair.
Housing Unit 15 houses the drug and alcohol program unit, which also opened in 1993. The unit consists of 240 beds, two of which are ADA accessible. The accessibility of Housing Unit 15 is less of a concern than in other buildings. The building has experienced door locking issues and major cracks due to the settling of the building on fill material used during construction.

Housing Unit 16 contains the emergency housing barracks, which opened in 1996. The unit includes a 146-bed dorm, with dayroom space that is used for intake housing. The building is masonry wall and metal bar joist construction with an exterior insulation finishing system (EIFS) on the perimeter. The officer station is open and unsecured, and cameras with monitors provide a limited view of the interior. This building has also experienced excessive use and the materials and systems have not stood up well.

The overall size of the gatehouse is inadequate. Visitors entering the institution do not experience their initial contact with security staff until they arrive inside of the perimeter fence, which is a security issue. The building does not contain a visitor waiting area, and the available lockers are insufficient to handle the quantity of visitors. The public-access phones are located in the gatehouse. The gatehouse also contains the facility key control system and two toilets, one on the public side of the lobby and one on the secure side. The gatehouse has no designated storage area and maintenance supplies are stored wherever there is available space. There is no separate entrance or a separate line to accommodate the entrance of staff in to the institution. If strip searches of visitors are required, they are performed in the back area adjacent to the toilet room. The gatehouse is staffed with two officers during the first and second shifts. During the third shift, the gatehouse is shut down. The gatehouse staff is also responsible for the supervision and inspection of vehicles using the vehicle sally port; visual inspection is also provided by an officer located in an adjacent guard tower.

Visitation occurs seven days per week, Monday through Friday from 3:00 p.m. to 8:45 p.m. and on Saturday and Sunday between 8:00 a.m. and 3:45 p.m. The visiting room has capacity for 56 groups of four people; visits generally last for two hours. The available space is inadequate and on occasion visits are reduced to one hour.

The building that is provided as a waiting area for visitors is a makeshift building located outside of the secure perimeter. It does not have a lobby or restroom facilities. Visitors use the restroom facilities in the gatehouse. The visitors are called to the gatehouse from this waiting building, checked into the facility, and proceed to the main visiting area in the administration building.

The officer workstation is open and provides adequate visual supervision of the visiting area. The visiting area contains two conference rooms which are typically used by staff and outside agencies, such as the parole board. The rooms are enclosed by glass which limits visual privacy. There is also limited sound separation from the surrounding spaces.

Staff shift changes occur at 2:30 p.m. and 4:30 p.m. This results in a significant movement of people at the gatehouse which conflicts with the processing of the visitors who are waiting to be processed in to the visiting area. The gatehouse is not large enough to handle pedestrian traffic at those times, and the public must wait until the shift change is complete. The parking lot is at 75 percent capacity and is shared by both the visitors and staff. In addition, the parking stalls should comply with the ADA requirements.
The Central Control is staffed by two officers during the first and second shift and one officer during the third shift. The size of the space is inadequate. The KMCI has added technology in the central control and more will be provided with the camera project. The addition of this equipment, however, will worsen the existing space problem and crowded conditions in this area. The officer at the post is responsible for monitoring movement throughout the administration building.

The guard towers have some limitations; however, they are still integral to the perimeter security of the facility. Of the seven towers, four (2, 3, 5, and 7) were built in 1975, and the other three (1, 4, and 6) were built in 1984. The spacing and offset between the towers is extreme and has created some areas within the institution that cannot be easily seen from the tower. Towers 1, 4, and 6 have catwalks, and the mounted spot lights on these towers are in poor condition. The plumbing is inadequate, and the window glazing has minimal Ultraviolet (UV) capabilities. Additionally, some windows have a broken thermo-seal, which causes fogging from condensation to occur between the glass panes. Towers 2, 3, 5, and 7 do not have mounted spot lights and use a portable unit instead. Tower 1 could be compromised because of its location and construction. Tower 4's base is used for additional storage.

The armory is located in the base of one of the tower buildings along with the emergency generator. The available space in the armory is approximately 120 square feet, which is inadequate. The weapons cleaning area and the HVAC equipment for the area are also not adequate for this facility.

The program building, originally the Chapel, opened in 1962 as part of the original School for Boys. While it is an attractive building, it does not function well. The program space and storage is located in the basement. As a result, the staff does not have good supervision and the sight lines are poor in and around the perimeter. There is limited accessibility to each of the building levels and toilet facilities. The exterior enclosure, which includes single-glazed windows and non-insulated masonry walls, is not energy efficient. The curved, sloped copper roof experiences constant leaks and is an ongoing maintenance problem.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

Infrastructure Considerations
There is no public utility water service to the facility; four on-site wells supply all of the institution water. Wells “1” and “2” are decommissioned and capped. Well “3,” which is in good condition, was commissioned in 1993 and is located on the east side of the facility. Well “4,” which is also in good condition, was commissioned in 2006 and is located on the west side of the facility. Well “3” fills a 200,000 gallon capacity steel water tower at 360 gallons per minute. The water tower requires upgrades and repairs estimated at $200,000. Well “4” fills a 200,000 gallon capacity reservoir at 356 gallons per minute. A second pump operates on a variable-speed drive and pumps directly into the water supply main.
The water is distributed through the facility using a branch layout. Water for fire sprinklers and hydrants is combined with the domestic distribution system. The stored water supply may not meet National Fire Protection Association (NFPA) standards. The underground water distribution system is reportedly all cast iron. Copper pipes supply domestic and heating hot water between Units 1, 2, 3, and 4 in Complex A; Units 5, 6, 7, and 8 in Complex B, and Units 9, 10, 11, and 12 in Complex C. Breaks and/or leaks occur several times per year, and PVC is used for repairs. The existing copper pipes are frequently found severely pitted. The water pressure and flow is adequate.

The groundwater has a high mineral content, with a total hardness of approximately 20 grains per gallon. The water designated for water heating is softened using calcium chloride ion exchange systems located in each building and only in Unit 2 in Complex A, Unit 6 in Complex B, and Unit 11 in Complex C. These systems have adequate capacity, but due to control problems, frequently do not deliver water with consistent softness. The staff has identified the effects of hard water as a major facility-wide problem.

Per the Wisconsin Source Water Assessment Program, “The Kettle Moraine Correctional Institution system is susceptible to contamination by nitrate and microbes. The system has moderate susceptibility to contamination by volatile organic compounds (VOCs) and synthetic organic compounds (SOCs). The system has low susceptibility to ethylene dibromide (EDB) and inorganic compounds (IOCs).”

There is no sanitary sewer service to the facility. All sewage is handled by an on-site treatment plant. All sewage flows to a single lift station, which pumps the sewage directly into the oxidation ditches, and then the sewage is processed by the plant. The lift station is adequate but at capacity for the current load. The water treatment plant drains treated effluent to the local watershed. The blue silo stores only sludge. The treatment plant frequently operates at full capacity. Although the treatment plant was originally designed for two clarifiers, it currently operates with a single clarifier.

The underground sanitary drain lines are primarily original cast iron and clay, and PVC has been used for repairs. In general, the lines are in good condition, and breaks are uncommon. As noted in a 2002 camera inspection summary, some of the piping should be replaced. The sewage system has contraband hooks at the segregation unit and a waste grinder and muffin monster on the system. The cathode protection storage tank system may be inoperative, thus allowing tank corrosion at an increased rate.

There is no storm sewer service at the facility. All storm drainage is on site, using a system of yard drains and settling ponds. The steep terrain has caused site erosion. Some underground storm drains may have breaks.

The Wisconsin Public Service provides gas service to the institution. The service is reliable and sufficient to meet the current load. Gas is distributed at 2 pounds per square inch (psi), and the underground piping is a mixture of black pipe and copper. Some underground leaks have occurred. A large propane tank and mixing station can provide natural gas-equivalent propane-air mixture to the facility. The tank stores approximately three-day winter supply of fuel. The equipment is in good condition.

The gas fired, hot water boilers provide heat for the housing units, administration, food service, and chapel. Insulated buried copper piping provides hot water distribution between housing unit groups. The underground
copper piping breaks and leaks frequently. When leaks develop they often go undetected for long periods of time and the untreated make-up water automatically fills the system. This dilutes the protective chemicals in the circuit and allows mineral formation due to hard water. The resultant scale build-up causes low energy efficiency, high maintenance costs, and reduced equipment life.

Most of the HVAC systems are original and are generally inefficient. The ductwork systems have never been cleaned. The control systems are pneumatic except the food service and administration areas that utilize DDC controls. Many pneumatic damper actuators have failed. The original facility did not have air conditioning. Small split systems and packaged air conditioners have been added in control rooms and offices.

In the food service area there are two original, gas fired steam boilers, 3,000 mbh and a newer 1200 mbh steam boiler serve kettles and two AHU coils, kitchen make-up air unit, and indirect domestic water heaters. The capacity is sufficient for the current load. A single exhaust fan serves kitchen hoods; there is no heat recovery. There are split system AC units in offices and the training room.

In the administration area the domestic and heating hot water are extended from food service. The HVAC systems consist of multiple AHU’s with hot water coils and perimeter, hot water radiation. Split DX systems serve the offices, HSU, and the control room. The packaged terminal AC (PTAC) units cool communication rooms, but reject heat into adjacent spaces.

In the housing units there are three housing groups with four buildings in each group. The utilities enter the basement of one building in each group. The utilities are distributed underground to the three other buildings from each group. Each housing group has two original, gas fired hot water boilers. An air handling unit with a hot water coil provides minimal ventilation for the dayroom, control, and toilets. The perimeter radiation and operable windows provide heating and ventilation for the dorm rooms. A split system AC unit provides air conditioning for the security control room. The MAU serving the kitchen is not operational.

In the school and maintenance areas the classrooms have individual cabinet unit heaters (CUH) for heating and ventilating. The computer lab utilizes a PTAC unit for air conditioning. The gym and shops use perimeter radiation for heating and AHU’s with hot water coils for ventilation.

The Chapel is extremely cold in the winter; there are large areas of single pane glass. The perimeter radiators provide heat and AHU’s with hot water coils provide ventilation.

In the warehouse, an AHU with DX cooling provides ventilation and air conditioning; unit heaters provide heating. In the garage there is a gas furnace that is not reliable. In the Armory there is a new furnace with AC that provides heating and cooling. A unit heater serves the generator room.

The Plymouth Utilities provides the electric service in a single underground 12.4 kilovolt (KV), 2000 kilovolt amperes (KVA) feed, located at the end of Plymouth Utilities’ service area. The site experiences approximately four unplanned outages per year. The electrical service is on interruptible service, and Plymouth Utilities interrupts service approximately three times per year. When this occurs, the staff has an eight-hour notice to shift to the generators.
The service enters the facility at the electrical building and feeds a single 1500 KVA transformer that steps the voltage to 2400 volts ac (VAC). The staff has identified this non-redundant arrangement as a major deficiency. The circuit passes through a phase-imbalance monitor. The monitor will disconnect the service automatically and has to be manually reset. This manual reset feature is a major infrastructural deficiency. The circuit then passes through fused switches to distribute 2400 VAC power underground to the buildings. Each building uses individual step-down transformers, as required. The switchgear and transformers are original equipment with parts that are expensive and not readily available. During the consultant visit, the total load was approximately 700 KW. Peak loads are near existing 1500 KVA capacity. All buildings, except for housing units, have sufficient capacity to meet current loads.

The emergency power is provided by three emergency generators. Generator 1, which is located in the electrical building, is 375 KVA/480 volts (V). It feeds all emergency circuits inside the fence except for the high-mast lighting. Generator 1 can be switched to feed the general circuits through a 480/2400 VAC transformer. Generator 2, which is located outside the fence on the east side of the facility, is 300 KVA/2400 V. It feeds the perimeter loop (towers) only. Generator 3 is 370 KVA/480V, and it is located outside the fence on the southwest side of the facility. Generator 3 feeds the high-mast lighting and the sewage treatment plant only. The control system for Generator 3 senses power loss in the 2400 VAC perimeter loop, but does not supply power to the perimeter loop. Under this arrangement, if Generator 2 started and re-established power to the perimeter loop, Generator 3 would shut down. To mitigate this issue, Generator 3’s control circuit was modified to use a device with an always-powered coil. This coil periodically fails, causing Generator 3 to start when there is no utility power failure. The status of Generator 3 is not monitored, so it often runs for long periods without detection.

Verizon provides communication services to the facility with 26 trunk and two T-1 lines that enter at the administration building. The service is reliable and sufficient to meet the current load. The digital switchgear is approximately 15 years old and obsolete. The radio equipment was installed in 1997 and is satisfactory for current needs. Video surveillance is provided by 15 cameras, with 5 that can be viewed centrally and simultaneously. All cameras are recorded to DVR, and a project is underway to upgrade the facility with 132 additional cameras. The public address system exists but is a mix of different systems. The intercom in the school building is poor. The data network is sufficient for current needs. The inmate computer lab networks are stand-alone and are not on the facility network.

The fire alarms are minimally sufficient for current needs, but they are not ADA compliant because there is no visual annunciation. Housing units 1 through 12 have 120 VAC systems. No smoke or heat detection is provided in the maintenance building. Current fire alarm systems range from more than 10 to more than 43 years old.

**Security Considerations**

The KMCI security systems are not adequate. The perimeter is in need of an alternate sally port entrance in the event that the primary sally port experiences any down-time. The existing sally port cannot handle the full-length semi-trailers and fire trucks without additional supervision. To accommodate these vehicles, staff has to override the interlocking of the gates.
The facility does not have containment fencing to separate different areas for crowd control. The KMCI is slated for a “stun-fence” as part of a department-wide security upgrade project. This project will also include additional and needed maintenance and repair work on the perimeter fence, including replacement of the razor ribbon, removal and inspection of gravel washout, and, if required, replacement of the bottom horizontal bar.

The hard-security equipment is aged and requires continuous responsive maintenance, but replacement parts are becoming harder to obtain. The communication radios date to 1997 and require continuous maintenance.

Currently, there are 15 cameras in the facility, including 5 that can be observed from the central control. Cameras record using DVR equipment. A current capital project will provide the facility with 132 additional cameras and monitoring devices.

The administration building is vulnerable from a security standpoint. The inmate traffic through the HSU and visiting room conflicts with the location of staff offices. A new, separate administration building at the perimeter secure fence is recommended to relieve the congestion and provide a secure administration space.

**Food Service and Laundry**

Approximately 3900 meals are produced each day at this facility. There are also another 60 special diet meals prepared each day. The primary power sources are electric, steam and natural gas. Currently the food service program is operating close to its maximum capacity. Food service is staffed with 28 inmates during the first shift and 18 to 20 inmates during the second shift. Eight full-time staff and two administrative staff members also work in the kitchen. One full-time security officer supervises the kitchen. The bakery hours are 4:30 a.m. to 12:30 p.m. daily. Trays for special diets are prepared individually. Meals are distributed in bulk with an enclosed box truck to the servery in the housing unit. Food trays are delivered to the guard towers and other security posts.

Although water softeners are located in each building, the water in food service is very hard. There have been many issues with the hot water due to lime build-up, and consequently only the hot water is treated and “de-limed” every month. There are some broken floor tiles in the kitchen that need replacement.

When combination-ovens or steamers are purchased or replaced, they should be boiler-less units.

There is a basement under the kitchen that is currently used as storage. An elevator provides the only access to the storage room (dry storage, coolers, and freezers), and it breaks down frequently. Elevator controls are obsolete, and the unit contains a single-containment hydraulic jack, which is susceptible to leaks. It is not clear whether or not elevator repairs are part of the dock renovation project.

The produce and milk cooler is located in the warehouse, outside of the security fence. The warehouse space, which includes two loading docks with manual loading plates, could be expanded to reduce the number of deliveries. The loading dock is not functional due to its narrow width and incorrect height. Pallets of product must be broken down on the truck and restacked onto a new pallet in order to move from the delivery truck to the storage areas. There is a project in place for repairs and upgrade to the loading dock area. There is room for expansion. Milk is delivered twice weekly, and bread is delivered three times per week. Produce and eggs are delivered once weekly, and coffee and soda are delivered monthly. Trash is picked up twice per week.
Except for the coolers and freezers, none of the kitchen equipment is on emergency power. The exhaust hoods function adequately. However, the kitchen ventilation is poor and requires attention. The kitchen equipment was purchased in the 1980s and is in working condition. However, its components are frequently down for emergency repairs. Replacement parts are difficult to locate as the equipment is becoming obsolete. The dishwasher needs replacement. The facility inventory rates that 20% of cold storage is near critical conditions and 50% is in the critical stage. It further rates that 75% of bakery prep and 50% of cooking prep areas are in need of critical attention.

The KMCI grows some of its own produce, generating 28,000 pounds per year.

The institution laundry is done on site with equipment that is nearly 20 years old. The KMCI has been requested to contract with Badger State Industries (BSI) for this work. The laundry is staffed by one sergeant and one officer. Individual housing units have a washer and dryer, which are five years old or less. This equipment is used by the inmates for their personnel clothing, and this process has worked well. There is an inmate tailor who works on inmate clothing and officers’ uniforms.

**Treatment, Education and Other Services**

The primary treatment programs offered at the KMCI include AODA, anger management, domestic violence, sex offender treatment and cognitive interventions. Approximately 90 to 100 inmates participate in Alcohol and Other Drug Abuse (AODA) programs per year.

The educational programs are open-ended and administered by facility staff. Programs include Adult Basic Education (ABE), High School Equivalency Diplomas (HSED), College of the Air (IYOP), Title 1, and special education. Classroom spaces are adequate for the class sizes. However, the lighting is poor. A recent audit by a local utility agency indicated potential energy savings by replacing existing lights with an efficient T-8 fluorescent fixture. The building envelope and glass interior partitions do not provide good security containment in case of an incident.

The vocational areas are part of the school building, and the space is adequate. Between 350 and 400 inmates participate in vocational and educational programs. Vocational programs are open-ended and include certificate programs administered through Moraine Park Technical College. Programs include auto detailing, welding, custodial services, masonry, computer services and office support, and woodworking and cabinetmaking.

Building 13 is owned by Badger State Industries and contains BSI operations and the facility canteen. BSI currently uses about 60 percent of the building. If BSI needed to expand its operation, the canteen would have to relocate, but another acceptable location does not exist. It would be difficult to relocate the canteen without disturbing other key institutional functions.

The BSI currently employs approximately 11 inmates for textiles and wheelchair repair operations, but it can employ up to 24. The production space is adequate, but additional storage space is required when the BSI does mattress work. Currently, the BSI has two semi-trailers located behind the building for this purpose.
The canteen is located in two areas, one for the production of bags and the other for the delivery and storage of the product. The space for both functions is adequate. Inmates’ orders are processed Monday through Friday, with inmate pick up on Monday, Thursday, and Friday. The staff sightlines in the space are an issue.

There is a current project for the design of a new building to house the HSU. The current HSU is located in a dead-end wing of the administration building, which was built in 1963. The overall space is inadequate in size. Health Services Unit staff request the minimal supplies required because there is no available storage space. The unit has three exam rooms and one physician room. The overall space in the unit is used for its maximum efficiency. The unit does not have any special-needs medical cells, such as holding cells or negative-air flow cells. The unit will send inmates who require an overnight stay out of the institution.

The medical staff includes one physician, one registered nurse, nurse practitioners, nurse clinicians, one agency physician assistant, and one agency nurse clinician. There are between 400 and 500 inmate visits to the HSU each week. The hours of unit operation are 6:00 a.m. to 10:00 p.m. The staff usually begins working around 4:30 a.m.

The dental suite consists of two chairs and two small rooms for an office, records storage, and lab work. There is limited storage within the suite. The dental staff includes one dentist, one dental assistant, and one dental hygienist. There is a six-month backlog for inmate dental visits, which is 11 percent below practice standards.

The physical therapy and optometry rooms are located on the second floor of the gymnasium, above the showers. This area is not adequate because of HVAC issues, lack of security, and lack of visibility into the spaces.

Psychological services will be part of the new HSU building. The staff includes 3.5 clinical staff with one full-time supervisor. The space is adequate, but office space is shared with programming. The unit does not have any meeting rooms for programming. Consequently, available space in the food service conference area or school building is used.

The recreation area is also part of the school building. The gymnasium is adequate in size but it does not have additional space for other physical activities. The sightlines within the recreation space and the supervision of shower areas are not adequate. Lighting is poor; a recent audit by a local utility agency indicated potential energy savings by replacing existing lights with an efficient T-8 fluorescent fixture.

**Operational Considerations and Issues**

The KMCI has been able to meet its mission over the years with a limited number of improvements and new facilities. Many of those existing facilities, in many cases, have reached the end of their useful life and serious consideration must be given to how to sustain this institution so it can continue to function into the future.

One of the most significant issues facing the KMCI is its remote location from other correctional institutions and the implications of that in the event of a disturbance or the failure of any of its major infrastructure systems. Both of these scenarios are cause for serious concern given the number of inmates housed at the KMCI as well...
as the inability of the correctional system as a whole to absorb any significant number of inmates from another institution, even on an emergency basis.

The lack of adequate facilities and the failure of the existing systems to handle the day to day demands placed on them create operational problems for staff, inmates and visitors alike. This results in frustration and often can make performing ordinary tasks difficult, time consuming and eventually more costly. Addressing these conditions in a systematic way can help to improve operational efficiency and reduce annual operating costs.

**Existing Problems and Constraints**

The KMCI faces numerous infrastructure issues, including the mineral content of the water supply and the water system’s susceptibility to contamination. There are deficiencies in the electrical system, and the fire-alarm system is significantly aged. The KMCI suffers from a lack of kitchen ventilation, inadequate HSU space, and aging housing units. The multi-purpose nature of the administration building results in significant security and space issues for staff, visitors, and inmates.

The institution does not meet the ADA compliance requirements. Additionally, there are a considerable number of security concerns, including the need for additional camera surveillance, attention to visual blind spots, and need for a stun-fence and general fence repair.

At the time that the KMCI was originally activated for adult males and the existing buildings taken over from the Boys School, serious consideration should have been given to developing a master plan that would have replaced these buildings over time. Many of the original housing units and core and support structures are nearing 50 years of age. They were built to house and provide services to a population that was less difficult to manage and the institution was operating in an environment that was not extremely overcrowded. The wear and tear resulting from excessive use of the facility by staff, inmates and visitors is significant. The continuous impact on the facility, as a consequence of the overcrowded conditions, results in a shortened life span for most of the systems, finishes and materials.

Due to the age and condition of the housing units and the security limitations created by the design of them, the long term use of these buildings is not recommended.

**Expansion Capacity**

The KMCI currently lacks adequate space for program and treatment staff offices. If more inmates would be added to this institution, a solution for this problem would be necessary. Due to the terrain of the site and the fact that it is located in a valley, surrounded on all four sides by low sloping hills, it would be difficult and very costly to expand the security perimeter of the institution. Also, there is only a limited amount of area within the security perimeter on which to build additional housing or support facilities.

Ultimately, if there is an interest in expanding the population at this institution, the most cost effective recommendation is to replace the existing cottage style housing units with larger, modern designed, direct supervision style buildings. These new units will allow staff to observe more inmates a one time and permit more inmates to be housed in each building than the current units. A project of this magnitude would need to occur over time to allow for the removal of existing buildings and temporary relocation of the inmates to another
institution for the duration of the construction period. Along with this housing construction or even prior to it, a significant investment in repair or replacement of most of the institution infrastructure must take place.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ tour:

- Upgrading video surveillance and adding a closed circuit camera to the school building.
- Installing a stun-fence and completing miscellaneous fence maintenance and repair.
- Providing the HSU building with a permanent security construction and containment fence.
- Rebuilding and hardening the sergeant’s booth in Housing Units 1-1
- Construct new health services unit.
- Expand the warehouse building to include cooler and freezer space that is doubled in size.
- Provide an alternate vehicle sally port entry to the facility.
- Replace four housing units with current prototype housing units with equal or greater occupancy.
- Repair and upgrade the water tower.
- Provide a new central water softener system.
- Install a new redundant electrical service, including back-up emergency power systems.
- Install a new digital telephone key system.
- Remodel guard towers (per the six-year plan).
- Replace the institution-wide fire alarm system, including the school, maintenance building, and housing units (per the six-year plan).
- Relocate the automotive repair garage (per the six-year plan).
- Expand and repave the parking lots (per the six-year plan).
- Upgrade the HVAC. Replace and restore air handlers to original condition and replace pneumatic and stand-alone digital controls with institution-wide building automation conditions.
- Provide a new, outside administration building with a stand-alone control center, located at the lower parking area along the perimeter fence to accommodate the following key functions: general entrance and lobby; conference and training rooms; administrative offices; control, armory, and muster room.
- Remodel the existing administration building for security offices and operations, visiting, inmate intake, receiving, and programming.
- Remodel the existing gatehouse to monitor and inspect vehicular traffic through the sally port. Staff and visitors will normally enter through the new entrance and lobby of the administration building.
- Replace four housing unit complexes with current prototype housing units with equal or greater occupancy.
- Upgrade all three boilers.
- Provide a 100-bed wet cell unit (per the six-year plan).
- Expand wastewater treatment facilities (per the six-year plan).
- Provide a 25-cell segregation building expansion (per the six-year plan).
- Replace floor tile (per the six-year plan)
- Remodel gym locker rooms, including plumbing repairs (per the six-year plan).
- Provide containment fencing to control access of inmates to parts of the institution during a disturbance (per the six-year plan)
### Recommended Major Capital Projects and Estimate of Probable Cost

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<tr>
<th>Kettle Moraine Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<td>Construct a new outside administration building for office space, staff areas, armory, security control and gatehouse functions</td>
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<td>Replacement of existing cottages with construction of two new 250 cell/475 bed medium security housing units; construct one wet cell 250 cell/475 bed housing unit; remodel the existing dormitory and convert to program space</td>
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<td>Expand the segregation building by 25 cells; expand the warehouse and food service buildings</td>
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### Summary

The KMCI suffers from a lack of adequate program and treatment staff offices. Additionally, the facility is aging and there are limits to the capacity of the existing infrastructure systems. Any expansion on state-owned and/or neighboring properties will have a major impact on all of the major core and services space.

The required improvements to the institution’s security systems, its secure perimeter fence and towers, the addition of needed core and support buildings, zoning the institution through the installation of control fencing, and the repairs or replacement of the various infrastructure systems need to be addressed in order to sustain the continued operation of the KMCI. Whether replacement housing is built at KMCI or expansion of the inmate population is considered in the future the impact of those buildings on existing systems as well as core and support functions within the institution will need to be carefully considered.

The presenting problems at this institution are not unusual for a facility of its age. The critical concern is if the system problems develop at a single point in time it would be quite difficult for this fully occupied institution to handle them. Given the fact that so many different buildings and systems are experiencing problems simultaneously, it is extremely important that the DOC engage in a thorough master planning effort for this site. This plan should comprehensively address all the existing operational issues in a planned way that would afford the least amount of disruption to the ongoing operation of the KMCI.
Milwaukee Secure Detention Facility (MSDF)
The Milwaukee Secure Detention Facility opened in October 2001 as a 1040 bed adult male and female medium/maximum security institution. The institution is a high-rise detention facility; the first of its kind built in Wisconsin to meet the specific needs of probationers and parolees who have alleged to have violated their community supervision and are in need of secure detention, pending further investigation. The facility offers 800 secure detention beds, of which 42 are designated for use by female offenders. There are also 210 beds used to provide alcohol and other drug programming that is used as an Alternative to Revocation (ATR). The facility also houses convicted offenders from Milwaukee County that are awaiting transportation to the DOC reception center at Dodge Correctional Center. It also provides temporary lockup capability for offenders currently residing in local minimum security correctional centers when their behavior warrants secure custody.

The authorized staffing pattern for the MSDF includes approximately 391.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $19,771,419, representing an annual per capita cost of $50,566 and a daily per capita cost of $138 for the offenders served there.

As of May 9, 2008 the designated capacity for the MSDF was 1040. On that same day a population of 922 DAI/DCC offenders was assigned to the facility.

Overview
The Milwaukee Secure Detention Facility is one of eighteen major institutions with the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male and female offenders.

The primary mission of the MSDF is to protect the public by the detention, accountability, and programming of adult inmates in a safe and secure institution, while remaining committed to the goals of successful reintegration to the community. The facility addresses the needs of Division of Community Corrections, probation and parole (P&P) clients being held in secure custody for alleged violations of their community supervision and inmates of the Division of Adult Institutions.

The MSDF maintains high standards for staff recruitment, retention and development; staff professionalism; successful offender reentry into the community with family involvement; community partnerships, restorative justice and victim/victim family sensitivity; reduction of criminal behavior and restoration of a sense of safety to the community; sound business practices and effective change management; shared leadership and responsibility among all staff; and to be known nationally as a preeminent secure detention facility in the country.

The operational philosophy of the facility is one of unit management where all services to offenders occur in their assigned housing unit, thus limiting movement within the facility. There is no off-site programming. The average stay is 64 days. However, inmates awaiting transport to another facility generally remain no longer than two to three days.

General Issues
At the time of its construction, the MSDF was compliant with the Americans with Disabilities Act (ADA). The first
floor contains intake holding cells, group holding rooms, release holding cells, food services, kitchen and the warehouse. The second floor includes tele-visiting booths, revocation hearing rooms, probation and parole work stations, administrative offices, and interview rooms. The third floor contains the transport unit, which has also become a “special needs unit;” the Health Services Unit (HSU); and maintenance. The AODA and Felony Drug Offenders Alternative to Prison (FDOATP) Programs and segregation cells are located on the fourth and fifth floors. The sixth through ninth floors contain general housing units.

In general, this area is in good condition and well located for its function within the MSDF. With the change in mission and the addition of more permanent inmate beds to the facility, the need for additional administration and security management staff has grown.

Unlike other Department of Corrections (DOC) institutions, the MSDF accepts offenders 24 hours a day. The intake booking and objective classification process closely resembles that of a county jail. The fact that male and female offenders are processed in to the facility together, with limited sight and sound separation, is an operational concern.

The facility uses the Northpoint classification system. The MSDF has limited space for inmate personal property; the property storage system uses hanging bags that are deteriorating due to heavy usage and will require replacement in the near future. Due to HIPPA requirements the HSU staff members are required to conduct inmate health screenings in the cells. The intake process has required the conversion of cells for processing property and HSU functions, which limit the available holding spaces.

The program units contain open officer stations on the fourth floor and half of the fifth floor. Inmates are assigned to four-person rooms in the AODA and Felony Drug Offenders Alternative to Prison (FDOATP) program units, for a total of 210 inmates. A very limited amount of program space was provided for inmates assigned to AODA treatment. The third floor, which used to function as the library and canteen, contains some available space; it could be remodeled for other needed program functions.

The housing units do not have separate program space that is accessible from the dayrooms. Inmates must move out of the units to receive programming, which increases staffing and operational costs. The inmate computer areas do not have tempered air and, therefore, a great deal of heat accumulates in these areas.

The typical housing floor contains 200 beds. The housing units have central shower and toilet areas. Hard surfaces and minimal sound attenuation materials throughout the dayroom areas create a noisy atmosphere and make it difficult for the staff to hear. The limited amount of exercise area and the lack of access to daylight in the segregation cells are also of concern.

Typically, the general housing unit cells are occupied with three inmates in each cell. The third floor transportation unit has 38 beds, including 18 double-bunked cells and one single-level cell for special-needs inmates; there is a need for as many as 100 beds. The transportation unit has become the institution “special needs unit.” Currently, there are 42 beds in the female housing unit and additional female capacity is often in demand. A specialized housing unit for diabetic inmates has also been created within the institution. There are
also 270 inmates taking psychotropic drugs on a daily basis who require tempered air in their housing units and cells to ensure that proper medication effectiveness is maintained.

Except for limited visits by attorneys, probation and parole agents, outside assessment agencies, or clergy under special conditions, all family visiting is conducted using an electronic video visitation system. Tele-visiting capability is also available to the Stanley Correctional Institution and the Wisconsin Secure Program Facility for family and friends of inmates who cannot travel to those institutions. The quality of the system is quite poor; newer technology could greatly enhance the system. The visiting center in the MSDF could be effectively used for access to tele-visits to other institutions around the state.

The area designated for revocation hearings works well. The proper separation of inmates and witnesses was well-thought out in the design of the space.

The sidewalk and rear driveway are not heated for snow removal. The available parking space within the parking structure is at its limit, but is sufficient for now. The institution will lose some parking stalls as a result of the sixth-floor remodeling project. The rear portion of the site is being fenced and gated off, and electronic controls are being added.

Inmate Population and Projections
Given the overall increase in the number of incarcerated offenders served by the Department of Corrections, the need for an effective continuum of services across all levels of security and increased demands for alternative to revocation programs the need for facilities such as this will continue. On average, nearly 8,600 inmates are processed through the Milwaukee Secure Detention Facility each year.

Infrastructure Considerations
The City of Milwaukee provides the MSDF with water and sewer services. Soft water is provided for the kitchen equipment. There are no problems with the water service. WE Energies supplies gas and electric utilities. The institution has very limited natural gas needs. A primary power service is being developed as part of the sixth-floor remodeling project. The MSDF receives 15 psig city steam for its heat source. The facility uses two steam-fed 1,450 gallon domestic hot water heaters and one additional steam-fed domestic water heater for the kitchen. A steam fed shell & tube (S&T) heat exchanger for building hot water satisfies the facility’s heating needs.

Due to the inoperable windows that are installed in all inmate areas, there is a lack of tempered air, which creates inmate and staff health and operational issues. The officer control areas have tempered air, and the sixth floor will have tempered air as a result of a current project that is underway. The areas with air conditioning include the third-floor special needs area, which has a separate DX system air cooling condensing unit (ACCU); second-floor administration; the HSU area; the maintenance area; and the Central Control room. All enclosed officer stations have a heat pump unit for heating or cooling.

The second floor has an air handling unit (AHU) with a chilled water-cooling coil, variable frequency drive, and a steam-heating coil. The administration level is served by a Variable Air Volume (VAV) system with hot water reheating. The control room has a fan coil unit with an air-cooled condensing unit (ACCU) in the ceiling space
above the drop ceiling. Trane Modular air handling units serve the housing pods. There are two air handling units per floor, one to serve the west hall and one to serve the east hall.

There is one 800KV generator, but a second unit is needed to provide backup coverage. Currently, all four elevators are operating on the emergency generator. The electronic panels have spare components in the emergency generator.

Cerberus fire protection controls, Andover HVAC controls, Accurate Controls Door, intercom, and camera control systems are used throughout the institution. The facility has sprinklers in office areas, shower areas, and dayrooms. The cells on the fourth and fifth floor have a smoke detection system and a fire alarm, which are satisfactory.

The facility has problems with cell showers, the electronic controls that control water flow to the inmate showers and cell combination lavatory and water closet units. Additionally, there are problems with the door-control systems, including issues with the newer technology and existing personal computers.

Security Considerations
The exterior lighting is generally good. A project to improve camera sensitivity to daylight and nighttime lighting changes is currently underway. There are approximately 113 cameras on site, but there are issues due to bandwidth limitations. The number of interior cameras should be increased to cover blind spots. The MSDF is moving to a DVR system, which will enable the Warden, Deputy Warden and Security Director to view cameras from their workstations.

The Central Control would like to add a third control station dedicated to the control of door operations and internal movement.

Food Service and Laundry
The food service facility at the MSDF is critically undersized for the production demands placed on it. The kitchen was originally designed to re-heat food that was prepared off-site in a central kitchen by a contracted supplier. At one time the contract was in partnership with other facilities, including Milwaukee County. Due to the increase in the meal rate charged by the contract supplier, the agreements were discontinued. The MSDF was left to make arrangements for its own food production in less than adequate conditions. Compared to other institutions, the per-meal cost is substantially higher at $1.75 per inmate for breakfast and $1.29 per inmate for other meals. These costs may be unavoidable unless the facility is able to provide meals from a kitchen sized to handle the demands. The space to accommodate this does not seem possible within the footprint of the building.

The available space is extremely limited. Nearly 1200 meals three times a day are set up on trays and transported to the living unit pods on 25 carts which are stationed in the kitchen area when not in transit. The carts take up valuable floor space within the kitchen. It is difficult to maintain food temperatures under the present operating conditions. Delivered baked goods and breakfast supplies occupy most of the available preparation area floor space. The food service is forced to procure convenience, processed foods that can be taken directly from storage, heated and served. This contributes significantly to the higher food cost.
The existing equipment is in good condition for the most part. There are some issues with the freezer ceiling that need to be addressed. There is space in the dock area that might be captured for office space to free up some space in the back for other uses. The kitchen area is on emergency power. The primary power supply is listed on the facility inventory as electric and propane. This seems unlikely and should be verified.

At the present time, the Department is providing more than 5000 meals per day for the minimum security centers, probation and parole units and one juvenile offender facility within a 25 mile radius of Milwaukee. The opportunity to create one central kitchen that would also function as a training center and bakery to support these facilities should be explored. Even though there may be a general sense that centralized kitchen operations are not desirable for correctional facility operations, in the Milwaukee area it would make good economic sense. Provisions for emergency meal service can be made in the unlikely event the central kitchen deliveries are delayed or altogether prevented.

The food service has several daily deliveries, including the main supplier’s delivery of several pallets three times a week. It should be noted that the primary supplier of grocery items is located in Menomonie which is six hours away. The Central Warehouse in Waupun also makes two weekly deliveries to the MSDF. There is a need for additional paper goods storage space.

The Badger State Industries (BSI) laundry at the Oshkosh Correctional Institution provides institutional laundry service. The kitchen workers and the HSU staff uniforms and miscellaneous items are done on-site in a small industrial washer and dryer. Two changes of outer clothing per week are provided to each inmate. Three changes of undergarments per week are provided to each inmate. The cost to have the laundry done is approximately $18,000 per month.

**Treatment, Education and Other Services**

The major program emphasis at the MSDF is the Felony Drug Offender Alternative to Prison AODA treatment program. It is a 36 bed unit that accepts inmates sentenced from the court or referred by probation and parole agents as an alternative to revocation. It is a comprehensive skill building program designed for offenders with a drug related offense that also have a need for high school educational programming. The duration of the program is 24 to 32 weeks depending on the offender’s behavior. Upon successful completion of the program the court sentenced offenders are transferred to the Felmers O. Chaney Correctional Center to begin their job search and employment prior to their eventual release to community supervision.

The MSDF also offers ongoing Alternative to Revocation programming for probationer and parolees who have violated the terms of their community supervision. There are 174 beds dedicated to this use.

The educational programming at the MSDF is designed to address the significant and diverse needs of both the male and female populations. The emphasis is on ensuring that each inmate has an opportunity to participate in GED classes and or complete their HSED upon release from the MSDF. Due to the unique nature of the institution and the high level of turnover in the population, there are a large number of offenders who begin this programming in the facility and may not necessarily complete it prior to their release.
Inmate health services are available in the HSU which functions as a triage unit. There are no infirmary beds available but 24-hour nursing care is provided. The inmates who are coming directly to the institution from the community have considerable health care needs and place significant demands on the health services unit. The MSDF HSU staff has suggested that the State may want to consider establishing a secure medical unit in the area that could serve both State and Milwaukee County inmates. A medical unit, similar to the unit at the University of Wisconsin Hospital in Madison, could be constructed at Mount Sinai Hospital in Milwaukee, if the hospital is receptive to the idea. Currently, the hospital provides emergency care to inmates. Captured space from the old canteen could be better utilized to serve the existing HSU.

The MSDF dental unit operates with two chairs, but more chairs and staff would allow the facility to better meet the daily needs of the population. The telemedicine service does not have a separate, designated space, and this presents privacy issues for inmates and operational challenges for staff.

The library is operated out of a cart system without any facility space dedicated to library services. Currently, there are no vocational programs at the MSDF. The only designated recreational areas in the institution are approximately 350 square feet in the corners of each housing unit. These areas include some fixed-weight and resistance-training equipment. This same space is also used for religious and other programming. The segregation unit recreation areas are divided to accommodate two inmates at one time.

**Operational Considerations and Issues**

Both the Division of Community Corrections and the Division of Adult Institutions have a great need for additional capacity in the facility. There is also considerable pressure from Milwaukee County to move prisoners out of its facility and transfer them into the MSDF as quickly as possible. The Milwaukee County House of Corrections-Community Correctional Center site may offer the potential for a joint facility to handle County jail inmates that are on State probation and parole hold status, as well as State inmates.

Although 400 beds were added to the 600 original bed design of the MSDF, there were no corresponding changes in the available program or support areas. This has created significant operational issues at the MSDF today. There is a general lack of program and exercise space in the housing units. Additional staff offices and related support spaces with increased file storage and general storage space are needed as well.

The intake area requires sight and sound separation for the male and female offenders being processed there. Additionally, the institution requires more space for intake holding, personal property processing and HSU functions.

The MSDF could utilize additional female beds because of the demand for alternatives to revocation for this population in southeastern Wisconsin.

Because all of the inmate areas have inoperable windows and a lack of sufficient tempered air within the building, the minimal number of air changes in the inmate areas contributes to inmate and staff health and operational issues.
The infrastructure is sized to meet the current facility needs. If a future expansion is approved the infrastructure will need to be reevaluated.

**Existing Problems and Constraints**

The existing institution, once it was expanded from 600 to 1000 beds, reached a saturation point related to its very limited core and support spaces. The lack of space in the Intake Unit to separate male and female inmates from the standpoint of site and sound is noteworthy.

When the facility was enlarged and its primary mission was changed to holding a limited number of sentenced DAI prisoners and also to act as a reception facility for female inmates from the surrounding counties and other area state institutions, the requirements for more core and support capacity were not addressed. The institution lacks adequate space for the health services unit, food service, library, programs and education areas, storage, indoor recreation, and administrative offices which contribute to operational challenges and frustration for staff and inmates.

The total lack of outdoor exercise space together with the extremely limited air flow within the building adds to the problems within the institution and is a cause for concern.

Overall, the building has performed fairly well for the department with most systems and finishes standing up well to the heavy use they have endured. Due to the large number of people in a very confined space this building will continue to require a significant amount of maintenance and timely replacement of equipment and materials in order to ensure the continuous operation of all building units and support functions.

**Expansion Capacity**

The site and existing building space constraints, the change in its mission, and the inability to modify operations and improve health services, food service, and access to educational programs place a significant burden on this unique high-rise urban prison.

An expansion of the facility to increase the bed capacity is not recommended. However, an expansion to increase the usable floor area for programs and support functions is highly recommended. Consideration should be given to outsource the food service operations or create a stand-alone, regional food production capability to better serve food to the inmates at this and other area correctional institutions. The existing food service space could then be redesigned to provide space for programs and other support functions.

It is also recommended that the DOC study the potential to add program and support space over the parking garage to enable the institution to increase these critical areas and address its functional shortcomings.

If no expansion of building area is possible, then it is recommended that the department consider reducing the size of the inmate population to diminish the impact of some of these problems and perhaps provide a limited amount of space within the building for internal expansion of needed core and support elements.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:
- Update the sixth floor HVAC systems to provide tempered air for female units.
- Upgrade the camera systems to improve surveillance and recording capabilities.
- Replace vents for the segregation area. (This has been completed.)
- Improve inmate showers. (This has been completed.)
- Improve security in the rear portion of the institution site to control vehicle and pedestrian movement. (This has been completed.)
- Remodel the Intake area to separate male and female inmates.
- Replace or upgrade the video visitation equipment for offsite visits.
- Assess the need for increasing the number of beds for females in the MSDF and the Milwaukee area.
- Expansion of the third floor transportation unit and its function for “special needs” inmates.
- Provide tempered air in the housing units of inmates taking psychotropic drugs.
- Consider increasing secure exercise space, program areas, and support functions over the existing parking structure.
- Explore the potential for expansion to a site across the street that would potentially permit the construction of a joint custody facility with Milwaukee County. This would provide additional bed space and program and support functions for DOC inmates.

Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>Milwaukee Secure Detention Facility</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>New 14,400 GSF addition for program &amp; support space and related remodeling work</td>
<td></td>
<td></td>
<td>$ 6.2m</td>
<td></td>
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<tr>
<td>TOTAL:</td>
<td></td>
<td></td>
<td>$ 6.2m</td>
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</table>

Summary
The ability of the MSDF to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system. The facility is built on an extremely limited site and there is no space on the site to expand the core and support areas which suggests that the deficiencies will remain for the foreseeable future. It is recommended that DOC continue to make improvements to the building systems including the ventilation system as soon as possible.

It is also recommended that solutions for the intake area, food service, health service, and the other support functions be explored as soon as possible. If there are no viable alternatives to address these problems then the institution and department should consider modifying the mission of the institution so that it remains a short-term holding facility as originally intended and that the female inmate needs possibly be addressed at an alternative location, possibly in conjunction with any improvements or expansion of the REECC.
New Lisbon Correctional Institution (NLCI)

The New Lisbon Correctional Institution opened in April 2004 as a 950 bed adult male medium security institution. The institution is located in the City of New Lisbon, in Juneau County, and is situated on 100 acres of land. The NLCI complex is comprised of eight buildings that include: two housing units, a fifty bed segregation unit, a gatehouse, a core building that houses the health service unit, a school complex, library, religious programming space and administrative offices and other support facilities.

The authorized staffing pattern for the NLCI includes approximately 304 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $26,448,812, representing an annual per capita cost of $26,369 and a daily per capita cost of $72 for each male offender served there.

As of May 9, 2008 the designated capacity for the NLCI was 950. On that same day a population of 998 was assigned to the facility.

Overview
The New Lisbon Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the NLCI is to provide for the protection of the public, staff and offenders while promoting an environment that encourages positive changes in inmate lives and prepares them for successful reentry into society. Offenders are held accountable for their actions and the positive or negative consequences associated with those choices. The NLCI encourages offenders to develop goals conducive to positive release planning and reentry into society.

The facility is comprised of eight buildings, including four housing units; a gate house; a core building with a Health Services Unit (HSU), school complex, library, religious programming space, and administration space; and multiple support facilities. The NLCI support facilities and infrastructure were designed to accommodate a doubling of the inmate population by adding four housing units to the south that mirror the four existing housing units.

General Issues
The NLCI has 514 general population cells, 52 segregation cells, and 2 medical observation cells. Some cells are in compliance with Americans with Disabilities Act (ADA) and are accessible. This facility has been designated to handle older and handicapped inmates. Accessibility and ADA compliance are generally good, since the NLCI was completed in 2002.

The Administration areas are adequate for current needs, but will not accommodate any major inmate population increase.

The existing visiting area in the “K Building” is too small. Outside visiting in warmer months has been considered, but available supervision is an issue. There is land available to effectively double the visiting area if a future expansion of the facility is approved.
Religious services are held in the “K Building” multi-purpose room and chapel.

The maintenance areas are quite small and would need to be expanded with any increased inmate population. General storage is not adequate. Presently, two modular storage units are used for overflow. More general storage would be required if the inmate population increased significantly. Outside parking is adequate and in generally good condition.

**Inmate Population and Projections**

Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

**Infrastructure Considerations**

A 12” PVC water main, with service from the City of New Lisbon, enters the institution from Progress Road. It is a looped system that provides fire and water service to individual buildings and hydrants. The system is in good condition and sized for future expansion. The plumbing fixtures and interior piping are in good condition. The interior sprinklers exist throughout the entire facility and the sprinkler piping and heads are in good condition. The water softeners serve the housing units, health service unit and the administration building.

The roof drains are piped to gooseneck outlets at the grade, adjacent to each building. The surface storm water drains to low areas on the site, including the north athletic fields which are flooded during heavy rains.

The sanitary sewer system gravity drains to a lift station that pumps untreated, unscreened sewage to the City of New Lisbon sanitary treatment plant. There are no reported problems with this system.

A central boiler plant generates hot water for heating and domestic water heating requirements for each building. Three gas/oil fired boilers provide 36,000 mbh heating capacity. The boiler plant is designed to accept a fourth boiler which will provide capacity for future housing units. The hot water circulating pumps are variable speed drive. The hot water is looped around the institution thru 6” fiberglass mains and piped to each building. There have been several cracked joints in the piping at the building entrances due to settling of thrust blocks. The domestic hot water is generated in each building through water/water heat exchangers. This requires the hot water boiler/loop temperature to be maintained at a continuous 190 F throughout the entire year. This high loop temperature requires significant energy and is reducing the lifetime of the fiberglass piping.

Each building has individual, hot water circulating pumps. The controls are direct digital with pneumatic operation. The pneumatic operators are in poor condition and are being replaced. The HVAC systems for the administration building, records area and the security suite include air handling units serving variable air/reheat terminals, perimeter radiation and direct expansion cooling. The isolation rooms in the HSU need rebalancing for proper airflow. The segregation unit, housing units, and multipurpose areas have constant volume air handling units serving reheat coils with economizer control for summer ventilation. The officer control bubbles in the housing units should be provided with air conditioning. The gym, vocational shop, BSI, and kitchen have single zone make-up air units. Then HVAC systems are generally in good condition with the exceptions noted.
The electrical service is 480V/4000A with (5) 1200-1800A sub feeds to existing buildings and (2) 1200A sub feeds for future expansion. A 1500 KVA generator provides 100% backup for the facility. Additional generator capacity will be required if additional housing units are added. The main breakers and emergency transfer switches for each building are located in the powerhouse. In general, the electrical equipment, devices, wiring, and lighting are in good condition. The power distribution is adequate for the individual buildings except for the kitchen which has no additional power capacity.

The fire alarm control panels and devices are in good condition and coverage is adequate. The wiring was installed poorly and clearing false alarms has been difficult. The PA system is working well; coverage, clarity and volume are good. The records area needs a few additional speakers. The analog radio system, including the Motorola head end and EF Johnson handsets, are not working well. The plan is to provide a new, digital, EF Johnson radio system. The Com-Tec security system is working well, although software support has been lacking. The Mi-Tel phone system will have 40 lines by 2009, including (2) dedicated IT lines. The fiber optic communication lines are provided to all buildings with twisted pair lines distributed throughout the buildings.

Security Considerations
The security is generally adequate. There are a total of 95 cameras, including 56 pan-tilt-zooms (PTZ) and 39 fixed cameras. About a third of the cameras provide coverage to exterior areas. The central control camera monitoring space is fully utilized and would need to expand if more cameras are added as a result of any increased facility expansion and housing. The digital recording system could be upgraded to improve the quality of recorded images.

The perimeter stun fence is being upgraded. The exterior high mast lighting is adequate with wall packs on the buildings.

Food Service and Laundry
There are approximately 3100 meals per day that are being produced at this facility including 180 -200 special diets. The food service area was originally designed for future expansion; however, the expansion space has been used to create a vocational bakery program which enrolls 8 – 16 students. The program has been very successful and also supplies the bakery goods for this institution. The kitchen operates from 4 a.m. to 6:30 p.m. The bakery operates from 4 a.m. to 12:30 p.m. If the population is increased the food service production capability would need to be expanded. One viable option would be to operate a second or third shift bakery and allow the bakery space to serve a dual purpose during the first shift. This could accommodate a 30% to 35% maximum increase. Beyond that, a building expansion would be required. The equipment is generally in good condition and suitable for its present use.

The food is prepared in bulk and delivered by carts to the servery in each housing unit. The trays and utensils are washed and stored on the units. There are eight full time food service workers plus two managers and as many as 50 inmate workers, excluding the bakery program.
The facility is slab on grade. The kitchen floor has ongoing problems with the quarry tile and drainage issues. The slope of the floor is an issue. The walls are painted block which does not tolerate the excessive wear and tear caused by the transport and utility carts.

The existing electrical system is close to operating at its maximum capacity. The primary source of power is electric and natural gas. Any expansion of this facility would need to address this situation.

The location of the cooler and freezers is not conducive to receiving large deliveries. All of the product deliveries must move though the production areas that routinely experience significant people and equipment traffic. The freezer and cooler space in the kitchen is adequate. The dry storage space is not adequate. The facility would benefit from having dedicated paper storage areas.

There is warehouse storage space outside the perimeter gate. The freezer is too small and the cooler is too big. The as-built drawings should be verified. If the entire slab was insulated, it would be possible to swap the space, add pressure relief vents and change out the refrigeration systems. If this were to be done it is recommended that an energy management system be included in order to maximize efficiency. The dry storage in the warehouse is presently adequate.

The bins on the housing units are designed to allow direct access to ice. These should be replaced with dispensing type bins to prevent uncontrolled access to them.

The facility emergency power serves the kitchen. At the present time, any outage requires the use of 75% of the capacity of the emergency generator. Any expansion of the institution would likely require more power.

The NLCI has two large gardens that provide fresh vegetables for inmate consumption and community food pantries.

There is no centralized laundry facility for the institution; laundry is shipped out to another facility. There are personal laundries in each housing unit for inmate use.

**Treatment, Education and Other Services**

The primary treatment programs offered at the NLCI include anger management, domestic violence, parenting, transition and life skills, re-entry and reintegration, sex offender treatment and cognitive interventions.

The educational programs consist of Adult Basic Education (ABE) and High School Equivalency Education (HSED). Currently, the educational programs operate during two shifts. The institution has an inmate library, a sixteen-station computer lab, a law library, and six classrooms in the “K Building.” There are also small group rooms used for programming in each housing unit.

The vocational training programs currently offered at the NLCI include the commercial baking certificate program and the computer applications specialist certificate program. Both programs are certified through the Western Wisconsin Technical College. The commercial baking certificate is a 16 week program of classroom and production bakery experience. The computer applications specialist certificate is a 26 week program.
covering Microsoft Office Applications. The demand for vocational programs exceeds the ability of the institution to provide them.

Correspondence courses are approved courses of instruction that allow inmates the opportunity to participate in post-secondary educational opportunities through distance education.

The HSU is adequate for the present inmate population; it is operational 24-hours per day, 7 days per week. The dental area has three chairs. All medications are distributed in the HSU. There is a single room under negative pressure, but it does not meet the standards for a “negative pressure room.” Specialty care is provided at either Hess Memorial Hospital or the University of Wisconsin-Madison Hospital. The HSU would likely need to expand if additional housing capacity is added to the facility.

The Badger State Industries (BSI) has more than adequate space to meet its current needs. This industry hydro-strips signs prior to the signs being shipped to other facilities for re-marking.

The inmates also have opportunities for work assignments including janitorial, library, recreation, maintenance, laundry, or kitchen staff; working as a barber or running mail; clerking in the canteen or store; performing community service; or helping with visiting room photography.

Community-service programs include operating a pheasant farm with the New Lisbon Sportsman Club, a non-profit organization that releases pheasants on public land; working with the Necedah Wildlife Program to harvest wildflower seeds; and assisting local organizations through donations of hand-crafted items such as hats, blankets, and wooden items.

The available recreation space includes one gymnasium that houses a single basketball court with adjacent weight and exercise rooms. The facilities are generally open from 8:00 a.m. to 9:00 p.m. The use of this facility is at its maximum capacity and could not accommodate any increase in the inmate population. Each housing unit has its own outdoor recreational area, including a fenced basketball court. A large group recreation area is located north of the housing units, but it is undersized for the current inmate population.

**Operational Considerations**

The NLCI master site plan provided for the addition of four housing units to accommodate approximately 1,000 additional inmates. However, the facility’s existing program and support services, the food service, HSU, recreation and segregation would be strained and unable to handle that many additional inmates.

The security systems in place are generally adequate, but would need to be upgraded with any significant inmate population increase. The monitoring space for the Central Control would also need to expand.

An expansion in the size and capacity of this facility would provide additional employment opportunities for the area and would not displace any current staff. Due to the rural location of this institution it currently employs staff from as far away as 60 miles. The ability to identify, recruit and retain professional employees for this facility is an ongoing issue and it may be a challenge to staff a proposed major expansion.
Existing Problems and Constraints
This facility opened in 2004 and it is still in reasonably good condition overall. It is generally ADA compliant, and those shortcomings that do exist are relatively minor in nature and easily corrected. At present all available space is utilized in some capacity. The prison appears to be very well maintained.

The facility was opened with an operating capacity of 950 medium security inmates. The support facilities and infrastructure were designed to accommodate a doubling of the inmate population with the addition of four housing units that would mirror the four existing housing units. The present inmate population is 998 inmates. The institution support facilities are presently operating at close to maximum capacity and could not accommodate a 100% increase in the inmate population. Given the institution focus on community reintegration, there is also a need for additional space for vocational training programs.

Although the heating plant was designed with capacity for additional housing units, there have been problems with the failure of the hot water distribution piping due to geotechnical issues at the site.

There appear to be wetlands within the fence which may be an issue for expansion of the facility. The DNR will need to make a determination and assessment of these wetlands.

Expansion Capacity
Within the 100 existing acres, the institution has adequate site space to add the four proposed additional housing units, although the wetlands noted above may restrict the expansion size and location. The storm water runoff will need to be addressed in conjunction with any significant expansion.

The fence and perimeter road would need to be extended for the addition of the four housing units, but there appears to be space to accomplish this. The support facilities could be expanded within the existing secure site even if the decision is made to delay the full expansion of the inmate housing.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants' site tour:

- Provide more educational and vocational space.
- Provide more leisure and exercise space.
- Provide more general storage, visiting, and central control space.
- Increase the number of segregation beds in accordance with any significant inmate population expansion.
- Design and construct additional housing for 750 inmates.
- Construct a vocational education building.
- Parking lot pavement repairs.
- Expand central control, visiting, and general storage facilities.
- Expand inmate recreation building

The major capital projects being recommended below for the NLCI will address these needs as necessary.
Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>New Lisbon Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expansion of 950 medium security beds to include two 250 cell/475 bed housing units, core for the 950 bed expansion, additional space for the multi-purpose building, expansion of the Central Control, visiting, segregation and general storage facilities.</td>
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<td>$ 75.7m</td>
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<tr>
<td>Construct a new 15,000 GSF vocational education building</td>
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<td>TOTAL:</td>
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<td></td>
<td></td>
<td>$ 79.2m</td>
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Summary

If the NLCI doubles its inmate population capacity, the program, service and core areas will need to be expanded and upgraded. The proposed expansion of the institution will have a major impact on all core and service areas. The existing infrastructure should be able to meet the needs of the proposed expansion.

By addressing the deficiencies in storage, central control, visiting, vocational, educational and recreational space, the NLCI will be better able to serve its staff and inmates.

The NLCI master plan was developed to accommodate four additional housing units that would increase the inmate population 100% to 2,000 inmates. The utility infrastructure was engineered accordingly to accommodate this increase. However, support facilities are presently operating at almost maximum capacity and would need to be expanded and upgraded to meet the needs of a significant inmate population increase.

Environmental and geological site concerns need to be resolved before any significant facility expansion moves forward.
Oakhill Correctional Institution (OCI)
The Oakhill Correctional Institution originally opened in 1941 as the Wisconsin School for Girls. The institution operated as originally intended until August 1972, when it became a coeducational facility for juveniles and continued in operation until 1974. In 1976 the institution reopened as a 300 bed adult male minimum security facility and was named the Oakhill Correctional Institution. The institution is located two miles north of the Village of Oregon in Dane County and is situated on 100 acres of land. This institution is the largest fenced minimum security facility in the state. A single line, security fence and perimeter road were added to the institution in 1999. The OCI also functions as a transitional facility for inmates that require treatment at the UW Hospital and Clinics or simply have other special health needs that are best served at this institution. The OCI is listed as a historical site in the State Historical Society Register. Any future modifications or additions to existing buildings that were built in 1941 and earlier may be subject to certain limitations.

The authorized staffing pattern for the OCI includes approximately 262 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the institution was $23,247,742, representing an annual per capita cost of $34,594 and a daily per capita cost of $94 for each male offender served there.

As of May 9, 2008 the designated capacity for the OCI was 344. On that same day a population of 676 was assigned to the facility.

Overview
The Oakhill Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions entrusted with the custody and supervision of the State’s male offenders.

The mission of Oakhill Correctional Institution is to maintain the safe and secure custody of minimum security inmates in a responsive, supportive, equitable, and safe environment. Offenders are provided opportunities for positive cognitive and behavioral development and progress through proven, cultural-competent programming and treatment. Opportunities are also provided through fair, consistent and objective staff decision-making and performance.

The OCI also provides quality health care, health education and preventative care consistent with professional, community and correctional health standards. The institution also provides dental services to all general population inmates and/or minimum custody inmates involved in intensive programming activities prior to their return to the community.

The OCI is responsible for the overall management and oversight of the University of Wisconsin Hospitals and Clinics Security Unit, a maximum security, 10-bed inpatient unit and the Outpatient Waiting Area (OPWA). These facilities serve inmates from all Wisconsin Correctional facilities that are sent there for specialized medical care and treatment. Federal, County, and pre-trial offenders on occasion have also been admitted to the Secure Unit.
General Issues
The current designated operating capacity at OCI is 300. During 2007, the Average Daily Population (ADP) was 627. The continued population increase and the installation of the perimeter security fence have contributed to a change in the nature of the institutional environment and the inmate population.

The OCI is designated as the minimum security institution for medically needy inmates. The services required for the special needs inmates are very important, particularly with an aging population and a large percentage of physically disabled inmates.

All of the cottages have had some measure of renovation work done to partially comply with the Americans with Disabilities Act (ADA). All of the original cottages are two stories and ADA access to the second floor of these units has not been addressed. A current study is being conducted of the School Building to address its compliance with the ADA.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs of the inmates such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

There are approximately fifty to seventy inmates with life sentences being housed at the institution that have been placed there because of the amount of time they have served and their demonstrated positive behavior while incarcerated.

The current inmate population also includes twenty inmates housed in Cottage 12 as part of an agreement with the Dane County Sheriff to help relieve jail over crowding. In addition, there are inmates from the Division of Community Corrections who are on a probation or parole “felony hold” status as well as inmates from the Correctional Center System that are housed in Cottage 12.

Infrastructure Considerations
The institution is served by two water wells located near the heating plant. A new 300,000 gallon water reservoir tank located west of secure perimeter on an adjacent hill has been installed. The water distribution system is a branched system, not a looped system that is typically recommended. This system does not meet the requirements or potential demands of the fire protection system. In addition, some of the lines are too small to supply water to the Oregon Prison Farm for irrigation sprinklers.

Individual water softeners and water based fire protection systems are provided throughout the facility. The buildings generate domestic hot water using electric, gas, and steam/water heat exchangers. The electric water heater in the administration building should be replaced. Due to the high mineral content of the water, steam/water heat exchangers require frequent cleaning to maintain their operating efficiency.

Two sewer mains, 8” and 10” serve the facility sanitary sewage needs. Sewage is pumped through a lift station, adjacent to the powerhouse, through a 12’ main to the Village of Oregon treatment plant. The Village maintains
the lines downstream of the lift station, while the facility maintains the sewer lines within the secure perimeter to the lift station.

Major portions of the sanitary and water systems are more than 65 years old. The water system has experienced, on average, eight water main breaks per year.

The surface storm drainage system works well and follows the natural, easterly slope of the institution. The storm sewers are extended under roadways and in low areas around the segregation unit, administration building and housing units A & B.

A gas main runs along the east edge of the institution; five sub mains/laterals serve individual buildings.

A power plant with (3) gas/oil, 250 hp, fire-tube boilers provides high pressure steam for heating and domestic hot water generation. A current project to provide a 125 hp “summer boiler” is expected to be completed at the Power Plant by October 2008. This will provide a more efficient boiler for reduced steam needs during the summer months. The boiler will serve the Administration and Health Services Unit buildings as well as the Food Service facility. A majority of the steam and condensate distribution piping is in excess of forty years old and leaks occur frequently.

Generally, the HVAC equipment is in good condition. The existing HVAC controls are pneumatic. It is recommended that existing controls be upgraded to Direct Digital with electric valve and damper actuators.

In the Administration/Visiting/Central Control Building, the HVAC system is a constant volume AHU with a DX cooling coil that serves the terminal reheat coils to provide ventilation and temperature control. A steam/water heat exchanger provides heating hot water. Several steam traps and a steam pressure reducing station need repair.

In the Segregation Unit, a constant volume, reheat system provides ventilation and temperature control for the inmate housing wings. A multi-zone air handling unit with DX cooling provides ventilation and temperature control for the Central Control. A steam/water heat exchanger located in the Administration Building provides hot water for heating. There are numerous reheat coils that require cleaning and repair.

In Housing Units A & B, a low pressure steam boiler provides steam for heating and domestic hot water generation during summer operation when the central plant is shut down. Constant volume single zone air handling units with steam coils provide heating and ventilation in the kitchen and corridors of the inmate housing wings. Exhaust fans serve the kitchen hoods and toilet/shower rooms. A steam/water heat exchanger provides heating water for a perimeter heating system that serves the inmate rooms. Operable windows provide additional ventilation. The steam boiler should be eliminated when the food service operation is moved into the new facility.

In the Cottages, a make-up air handling unit with a steam coil provides heating and ventilation in the corridors. The dorm rooms are provided with perimeter radiation for heat. Exhaust fans serve the kitchen hoods and toilet/shower rooms. Operable windows provide additional ventilation.
In the School (1940/1970 addition), a make-up air handling unit with a steam coil provides heating and ventilation in the shop area and classroom corridors. Exhaust fans serve the shop area and toilet rooms. Operable windows provide additional ventilation. The individual building wiring is considered inadequate in those units built prior to 1968. There is a current project to replace the high voltage electrical service distribution system facility wide. The emergency generating capacity is currently provided by a generator installed in 2000 at the remodeled Administration Building, and a generator installed in the Power Plant. Additional capacity is required for the entire facility. Fiber optics is currently provided between all buildings on site.

Security Considerations
There are currently no secure garages available for the institution vehicles. The vehicles are typically parked inside of the perimeter fence or in the public/staff parking lot located at the front of institution.

The perimeter security consists of a single fence with an electronic stun detection system on the inner face of the perimeter fence. Since its installation, there have been no escapes from the facility. However, the fence has failed to prevent contraband from being thrown into the institution. Typically this would occur just north of the Administration building, at night and out of sight of the staff. There are certain areas along the fence that are not supervised with cameras. The fence was an add-on to the Segregation Housing project. Certain necessary security measures were not included with the work, including a fully paved perimeter road to patrol the fence line, perimeter fence lighting, and video surveillance.

The perimeter is not routinely patrolled. The interior road at the perimeter fence line is primarily gravel with a short paved portion at the front of the institution. A chase vehicle is parked inside the secure perimeter near the gatehouse.

Sections of the external gravel perimeter road are not illuminated. The presence of lighting only on selected segments of the fence line has not been sufficient to deter people or vehicles from approaching the fence from the external side.

Food Service and Laundry
The food service operation is presently located in Building B and occupies approximately 8,186 gross square feet (GSF) of space. The operation is on the first floor, with inmate housing located above it. On occasion, flooding results from clogged inmate toilets and floor drains that are located above the food service area. The present storage facilities are not adequate. The operation is well run given the existing challenges posed by the age of equipment, inefficiencies and logistical issues.

A new food service facility has been approved by the State Building Commission. It is scheduled for completion in March 2009. A review of the plans indicates that the facility will be sufficient to meet the projected population demands for this type of operation for the next fifteen to twenty years. The new facility will offer a fully operational bakery, improved work-flow, site lines and security. There will be a central dining facility to serve approximately 200 inmates. The remaining meals will be delivered to the servery in each of the housing units.
It is apparent that there is a lack of adequate back-up generator power for the food service operation during outages. The facility experiences periodic brown-outs as well. Such outages can cause significant harm to the condensing-units as well as any piece of equipment that uses a micro-processor. Consideration should be given to providing an additional back-up generator to supply adequate emergency power to this area in the new facility.

There are laundry facilities available in each cottage. There are no plans to implement a central laundry system. It is recommended that Energy Star rated units should be used for any future replacement of this equipment. In July 2007, Focus on Energy began making incentives available to government institutions for this purpose.

**Treatment, Education and Other Services**

The primary treatment program available at the OCI is the residential Alcohol and Other Drug Abuse program provided by the Department of Public Instruction. It is conducted in the MARS building. The program participants reside in Cottage 6 and are required to participate in various program components eight hours per day. Parenting classes are also available to the inmates in preparation for their return to the community.

The classroom space is also shared with offenders from the Division of Community Corrections.

The educational program offerings include Adult Basic Education (ABE), High School Education Diploma (HSED) and College of the Air. Currently, three classes are conducted for the 120 students that are participating in these programs.

There are also a number of vocational programs that are provided at the School Building. These programs include building services, horticultural training, and basic computer skills. The building services program consists of basic building maintenance and repair training. The sixteen week program has an average of 16 inmates participating in it. The horticultural training program provides basic horticultural coursework certified by the Madison Area Technical College (MATC). The eighteen week program has an average of 18 inmates participating in it. The basic Computer skills program provides training in the use of Windows and other basic software for use in commercial business. This program is open ended to accommodate individual skill development with flexible class time, walk-ins, and evening programs.

A number of work assignments are available for inmates, both within the institution and in the community. The internal work assignments include approximately sixty inmates employed by the Bureau of Correctional Enterprises (BCE) providing upholstery services at the on-site plant, the foodservice crew, janitorial services, building maintenance services, building grounds and utility crew, and the garden crew. The external work assignments include approximately sixty inmates who are employed at the Middleton Laundry, Oregon Correctional Farm, the Central Wisconsin Center and the Department of Administration office facilities in Madison where inmates work as furniture movers.

The Health Services Unit (HSU) provides medical care from approximately 7:30 a.m. until 9:30 p.m. Monday through Friday; the staff is on-call during weekends. The staff is not full time and there is no overnight coverage. Additional medical services are provided as needed by contracted providers. All inmates are provided care as needed for accidental injuries occasionally requiring recovery time in the HSU. Dental care is
scheduled with a full-time dentist and dental assistant at the HSU. In addition to the out-patient clinical services, the unit contains a triage treatment room, a medical isolation room with negative air flow, and two multi-bed in-patient rooms.

Some of the current inmate population has special needs including wheelchair confinement, wheelchair use for assistance, mobility limitations, and chronic medical conditions requiring on-going medical attention.

The OCI serves as the ‘medical holding facility’ for inmates requiring extended medical treatment at the UW Hospitals and Clinics. The OCI also provides security coverage for the UW Hospital Secure Treatment Unit that contains ten inpatient beds and for the secure out-patient holding area used for DOC inmates.

**Operational Considerations and Issues**

As the Department of Corrections inmates age and require increasing levels of healthcare services, it will be necessary to provide additional infirmary beds to serve those inmates. The original thought within the DOC was to add those beds at the Dodge Correctional Institution. However, upon further consideration it is possible that the Department will consider establishing a second infirmary unit at the OCI for several reasons. The OCI is in the Madison area and therefore able to attract the necessary healthcare professionals to work at the institution. The University Hospital and Clinics are a short distance from the institution and readily available to address the medical needs of the inmates at the OCI. There is space at the OCI to construct additional inmate housing that would be in compliance with the ADA. Also, because the OCI is a minimum security institution, the inmates assigned there do not have their privileges restricted in the same way they do when placed at the maximum security Dodge Correctional Institution to receive medical care and treatment.

The current infrastructure problems and older housing units present problems that need to be resolved if the OCI is to remain a viable institution within the correctional system. These issues are manageable now, but as time passes, more and more breakdowns will occur and potentially greater problems will result. In addition, buildings like the school, housing units A & B and the power plant need to be modernized to continue to be useful to the institution and provide needed program space.

The perimeter security road and security fence must be improved so that staff can observe activities that occur along the perimeter and be able to respond in a timely manner. Providing cameras and lighting to help cover the perimeter is essential in establishing the secure perimeter of the institution, preventing the introduction of contraband into the institution and preventing escapes.

**Existing Problems and Constraints**

The institution is comprised of a number of buildings and grounds that are historic; many of the older buildings have definite limitations and problems that will not easily be overcome. The original cottages are two story structures that are very small and accessibility to each floor is not possible without the installation of an elevator. In addition, in order for the supervision of the units to remain cost effective a single officer is responsible for the coverage on each shift. The historic nature of the structures and the fact they were originally built for a juvenile population makes the buildings difficult to maintain and operate from a material and finishes standpoint, as well as an energy viewpoint.
The new buildings that have been recently constructed, including the new food service building, are placing a burden on the already stressed infrastructure that serves the site. Potential deficiencies in water and sewer line capacity, as well as the lack of power plant boiler capacity and emergency electrical power, present strong evidence that substantial work and investment is still needed at this site to sustain its future use.

As the institution continues to age many of the existing buildings will need renovation so that they can remain viable and provide effective support to the OCI. These include Housing Units A & B, the Social Services building, and the Power Plant. In addition, a new, external, Stores/Warehouse/Receiving/Armory building and possibly a new Vehicle Garage building will be needed.

The need to enhance the video surveillance system with additional cameras and recording capabilities is very important to continued operation of the facility. Also improving the perimeter security system with a paved pursuit road around the entire institution and both camera coverage and lighting of the road and fence system are needed.

Expansion Capacity
The original institution was expanded in late 1990 when a new segregation building and a major addition was made to the administration building. At that same time a single line perimeter security fence with unpaved perimeter road were added. This was followed by upgrades to the cottage servery and the toilet/shower areas; a new health services unit was added shortly there after.

These changes resulted in the OCI becoming the largest minimum-security facility in the state that also has a major role in serving the health needs of inmates in the system, due in large part to its proximity to the University Hospital in Madison. However, the greatest limitation to the institution’s mission is a lack of suitable housing that would enable a greater number of inmates with significant physical handicaps or limitations to function well while assigned to the facility. The institution and inmates served there would benefit from additional housing that offers barrier-free accessibility and access to programs and services available at the institution.

There is limited land area within the existing secure perimeter at OCI to permit the construction of new housing for this purpose. However, there is land available immediately to the south of the main entrance to the institution that could be utilized for the construction of one or two new housing units without presenting operational problems for the institution. In addition, a 50-bed Infirmary Unit could be added next to the existing Health Services Unit. Along with this expansion, funds would need to be committed to upgrade all of the infrastructure needs that have been identified at the OCI.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Replace the roofs in Cottages 2-10.
- Security improvements to include video surveillance, perimeter road and lighting, and update of the central control.
- Modify the water and sewer distribution system from a branch system to a loop system; replace deteriorated branch lines.
- Increase the emergency power system capacity and locations.
- Provide ADA accessibility throughout the entire facility.
- Replace windows in the housing units.
- Renovate the school building to provide security improvements.
- Construct an external Stores/Warehouse/Receiving/Armory Building with loading dock.
- Remodel Housing Units A and B.
- Provide Cottage 12 security improvements, update utilities and sanitary services, and hazardous materials abatement.
- Provide upgrades at the Power Plant to provide energy efficient equipment including replacement boilers.
- Replace the water and sanitary sewer distribution systems.
- Construct a vehicle storage facility.
- Renovate and remodel the Social Services building.
- Provide additional emergency electrical generation to all buildings.

**Recommended Major Capital Projects and Estimate of Probable Cost**

<table>
<thead>
<tr>
<th>Oakhill Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tbody>
<tr>
<td>Construct one 130 cell/250 bed housing unit; construct a 50 bed Infirmary addition to the HSU</td>
<td>$ 17.5m</td>
<td></td>
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<tr>
<td>Construct one 130 cell/250 bed minimum security housing unit.</td>
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<td>$11.4m</td>
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| Construct a warehouse building and armory | | | $ 2.2m | | $
| TOTAL: | $ 17.5m | $ 2.2m | | $11.4m | |

**Summary**

The recommended expansion and modernization will have a significant impact on the institution. While the agency requests and the building commission recommendations through the FY 2009 Capital Budget should remain part of the master plan for the facility, other issues will need to be addressed.

The recommended housing expansions will occur both within and just beyond the existing secure site. The long range plan for the type of inmate to be housed at this facility and the nature of their needs will be important considerations in the development of the housing units. The inmate security classification, age, and special medical needs will be critical to the design and construction considerations for the recommended units and the support services required to operate them.

The new food service building project will be completed by March 2009 and should be sufficient to meet the projected population demands for fifteen to twenty years. The institutional laundry requirements will continue to be met by the Badger State Industries (BSI) Central Laundry facility in Oshkosh. Local laundry facilities in the cottages will continue to be used by inmates for their personal laundry.
The utility service to and from the institution needs to be surveyed to determine if it is adequate to handle any increase in demand as a result of the recommended housing projects and support buildings. In addition, the current sewer agreement with the Village of Oregon is binding until 2011. At that time, the Department may want to explore whether the facility should stay with the current arrangement or connect to the City of Madison sewer system.
Oshkosh Correctional Institution (OSCI)

The Oshkosh Correctional Institution was originally approved for construction in 1983 and opened in 1986 as a 340 bed adult male medium security institution. It is located north of the City of Oshkosh on the site of the former Department of Corrections Winnebago Correctional Farm, in Winnebago County. Today, the facility is located on 273 acres of land, with 96 of those acres contained within the secure perimeter of the institution. Prior to the completion of the original construction at OSCI, the need for additional secure bed capacity had doubled. In order to accommodate the proposed expansion projects, the Winnebago State Prison Farm was razed and relocated to Waupun. In 1990 the K-building was added, and in 1994, a major expansion that included three additional housing units, a new food service building and a new health services building was completed. Numerous additions to the original design of the OSCI resulted in the institution becoming the largest correctional facility in the system as the population exceeded 1,400 by late 1995. In 2003, Building S was finished and a recycling program was added.

The authorized staffing pattern for the OSCI includes approximately 509 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the institution was $49,463,070, representing an annual per capita cost of $24,175 and a daily per capita cost of $66 for each male offender served there.

As of May 9, 2008 the designated capacity for the OSCI was 1,494. On that same day a population of 2,031 men was assigned to the facility.

Overview
The Oshkosh Correctional Institution is the largest of the eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the OSCI is to protect society from unwarranted acts, both now and in the future, which may be committed by offenders who are transferred to the OSCI for rehabilitation. The OSCI fulfills its responsibility through a program of "productive adjustment." This concept requires that the inmates learn to help themselves. The majority of offenders sent to the OSCI have multiple program and treatment needs that are addressed in the various living units. The institution operates under a unit management concept that allows for services to be delivered to the offenders in their assigned housing unit. The strong emphasis on program participation results in almost eighty percent of the inmates who are assigned to the OSCI being actively involved in programs that will assist them with positive life skills and personal changes.

General Issues
The OSCI has one main entrance. Six towers offer good lines of sight and are staffed 365 days a year during all three staffing shifts. The correctional officers assigned to the towers observe inmate movement to help reduce the number of staff needed to patrol the grounds. The officers are limited to four-hour shifts in the tower which also allows them to spend time among the inmates in the institution for the remainder of their shift.
The facility is, for the most part, in compliance with the Americans with Disabilities Act (ADA) and is accessible. Many inmates are assigned to the OSCI because it can offer them the necessary ADA accessibility to most areas and programs.

The “unit management” operational philosophy is most noticeable in the housing units, which have staff offices located within them. Having regular contact with the offenders allows staff to deal with everyday issues and manage the larger inmate population in the most effective way. The unit managers are each assigned two units and they are responsible for the management of the living center, including all administrative functions and the supervision of unit social workers and security staff.

Each building was originally designated as a program or work-related unit and inmates were separated by program or work task. In some instances, the current demand for bed capacity has resulted in the inmates being moved between housing units according to bed availability rather than program or work need. Buildings R and W contain wet cells. Generally, the lower tier bunks are in high demand due to the number of inmates at this institution with some physical limitation.

Building X, the dormitory, is used as a reception unit where the average inmate stay is eight to ten weeks. The major concerns in Building X include windows that require plastic covering during the winter to limit the cold-air infiltration, water pipes leaking within the walls, lack of insulation under floors which causes condensation problems, an inadequate number of showers, high condensation issues and poor wall insulation.

Building W houses the “Step 3” segregation unit. This building has 22 wet cells. Of the total of 100 available segregation beds, 50 to 58 are utilized by the Correctional Center System. The 100 beds in segregation are limiting and at times, the institution must double-bunk the Center System inmates to make room for other institutional inmates. The overall number of segregation beds for an institution of this size is not sufficient. The Center system temporary lock-ups have increased during the last few years. On average, ten to twelve people sleep on the floor. Presently, additional beds cannot be committed to this purpose given the needs of the general population.

The segregation doors were originally fabricated by Southern Steel Corporation. There are problems with door traps being kicked out. The institution staff has made numerous modifications to strengthen the security features in this unit.

Building F, which is considered the north support building, contains limited recreation space, a barber shop, and the canteen, where $1.2 million in annual sales occurs. The gymnasium is open from 8:00 a.m. to 10:00 p.m. and each unit receives two recreation periods per day. The canteen is open five days a week and inmates have access to it every other week. Building F also houses the Badger State Industries (BSI) laundry service, which operates five days a week, three shifts each day.

The maintenance and grounds department employs eleven staff members, six officers, and between 170 and 200 inmates depending on the season. The inmate jobs include custodial work, woodshop, electrician helpers and grounds maintenance. The electronic technician and electrician are able to repair and maintain most of the
security department technology. The OSCI does not have a plumber on staff and occasionally utilizes the plumber from Redgranite Correctional Institution.

Building H was originally designed as a warehouse and an addition was built in 1994. Four to six inmates from the Drug Abuse Correctional Center assist with the warehouse operations. The only large semi-trailer trucks that are allowed to enter the facility deliver produce, milk and dairy products. The warehouse has six freezers, in addition to the food service locked freezer storage and a freezer/cooler storage area.

The intake and reception of new inmates was originally limited to three or four inmates per week. Now, the entire Building X dormitory is used as a short-term transition unit to handle the arrival of new inmates. The main visiting room is located in Building B, with an added secondary space. The visiting hours are Wednesdays from 1:00 to 9:00 p.m. and Mondays, Tuesdays, Thursdays, and Fridays from 3:00 to 9:00 p.m. The inmate visits on weekends and holidays are only allowed during the day between 8:00 a.m. and 4:00 p.m. The parking lot is the original lot, and an upper parking lot was added in the last five years to accommodate staff growth and expansion of the OSCI.

Large group religious services are typically held in the visiting room on Saturday and Sunday evenings. The original chapel is too small to accommodate services for the population.

**Inmate Population and Projections**

Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address the specific needs of the offenders such as education, vocational training, specialized social service and treatment programs and access to meaningful work opportunities are expected to continue.

**Infrastructure Considerations**

New grinder pumps were recently installed in the lift station and are working properly. The replacement appears to have resolved sewer back up issues. Sharp blades chew up bedding. The City of Oshkosh requires that grease traps be pumped on a monthly basis. The BSI Laundry significantly contributes to the load. The City owns the lift station for the originally built side of the institution. The OSCI owns, operates, and maintains the lift station for the new side.

An engineering consultant recently completed a survey on the storm water system which is based entirely on surface run off. The OSCI anticipates cost estimates that may exceed the allocated funding at this time, which may require additional funding requests to complete the project.

There are two emergency generators in Building L to serve the new buildings and two in Building H to serve the older buildings. Although the OSCI staff is unsure if all the food service equipment is on emergency power, the freezers, coolers, and some cooking equipment do operate on emergency power. The 1994 Johnson Control Meta-System is problematic; the OSCI upgraded the system on the old side of the institution approximately four years ago. Natural gas enters the facility near Building H.
The OSCI provides heat and hot water through the use of seventeen boilers. These boilers are maintained by the maintenance mechanics. The original buildings on the west side of the institution have individual boilers; the new buildings are served by a central plant and a hot-water loop. The food service unit has its own steam boiler. The central plant boiler system is backed up by a 25,000 gallon LP tank with an atomizer.

There are two separate temperature control systems, one for each side of the institution. The newer side is problematic. The roofs on Buildings C, D, E, F, and K need replacement, but the roofs on the institution’s newer buildings are adequate.

Standing water is a problem that attracts sea gulls to the facility from nearby landfills. A fish line grid on the roof helps, and the facility has obtained a federal permit to destroy an allowable number of sea gull nests. The original berms were provided for during the initial construction of the institution for aesthetic reasons and in response to neighboring development issues. These earth berms generate a lot of grass cutting work, which is completed by inmates of the Drug Abuse Correctional Center (DACC).

**Security Considerations**

The security cameras are fairly limited in number. Except for the segregation units and the X Building, the housing units do not have camera coverage. Additional cameras are required, and the institution hopes to do a fiber backbone to allow for a new camera system. The Prison Rape Elimination Act (PREA) and the need for better observation are motivating this effort.

There are limited personal alarms for the staff alarm system. Additionally, the fence alarm system has been problematic for approximately ten years. A new stun-fence system is currently being developed to replace the existing system.

Although operational difficulties continue to occur, a new digital radio system is now in place. In 1994, minor additions were made to the 20-year old Central Control area. However, the technology is, for the most part, 20-years old and in need of an upgrade. New touch-style control panels and three new DVRs will be incorporated into the upgrade. Originally, there was only one staff person in Central Control. Currently, there is a sergeant and an officer. The institution is assessing whether it needs more key watcher units.

The lock cylinders need to be replaced in the wet cell housing units because of heavy use, wear and tear on the locks.

**Food Service and Laundry**

The food service is contained in Building M. It is staffed by eleven employees and two managers. There are 8,000 meals being prepared at this facility daily and 300 of them are delivered to the Drug Abuse Correctional Center each day. The cost of providing these meals exceeds $1.5 million annually; the average per meal cost was 85 cents in fiscal year 2007. This represents the third lowest cost per meal in the entire correctional system. The meals for approximately 400 special diets are prepared on trays, which is labor intensive, requires special menu items and is logistically cumbersome. There is an area in the kitchen dedicated to preparing these special diet meals.
The facility operates its own bakery from 4:30 a.m. to 1 p.m. Monday through Friday. Two inmates work in the dough mixing area from 4:30 a.m. to approximately 9:30 a.m. and three to four inmates work in dough portioning from 5:15 a.m. to 10:30 a.m. There are four inmates that bake, slice and bag breads and rolls beginning at 7 a.m. If necessary they continue this work after lunch. The bakery equipment consists of separate mixing areas for yeasts and sweets, one proofing area dedicated to the shelf oven (for bread), one proof cabinet and two rack ovens at the other end for other baked goods. The baking area is approximately 45’ x 45’ excluding coolers. There should be more storage area provided for all the mixing bowls that currently occupy space in a high traffic area. They require approximately 50 sq ft. The 2025 sq. ft. is divided approximately 60% for production and 40% for cooling, slicing and bagging; a 50-50 split is preferred. The cooler space appears to be adequate for this area. There is evidence of floor damage in the cooler attributable to the excessive amounts of water used to mop the floor in this area. Similar conditions are an issue for many institutions. This cleaning method should be reviewed for the damage it is causing in these areas. If improvements are made in the future, the utensil washing sink should be relocated in closer proximity to the mixers it serves.

The meat products are roasted in eight Alto-Shaam 1000-THI cook-and-hold units two to three times per week. They are then moved to cold storage for cooling. This is done a day or two ahead of the time when the meat is required for meal preparation. When needed, the meats are sliced and panned for re-heating. This system works well. There are a combination of one shelf-oven and several comb-ovens used for meal preparation.

The steam kettle area appears to be adequate and in good condition. The cleaning method used for that area, like other locations, appears to involve too much water. The kettle utensils are stored in a yellow container which can easily be mistaken for some sort of garbage or soiled containment. Space should be allocated for other storage methods.

The ware-washing area has adequate equipment; however, there is not adequate space available for the drying racks. This is a high-traffic area.

The cooler/freezer space is challenged. The meat thawing cooler could be at least 50% larger. The cook’s cooler should be double. All of the coolers have tile damage and evidence of excessive use and wear. The freezer next to the dry storage area is producing condensate through to the block wall in dry storage. The condensate is resulting in mold in this dry storage area. The does not appear to be an issue with the roof top. It appears the transfer of cold air is coming through compromised wall seams and/or inadequate thermal breaks in the floor. This will need to be addressed. A minimum of 5” walls should be used for freezer space.

There is a need for at least 400 square feet of additional storage space for small wares. At the present time, locked restroom areas are being used for storage space.

The vegetable preparation area is well suited to production needs.

The coolers, freezers and some kitchen equipment are on emergency power. The housing units each have their own dining rooms. Food is prepared in bulk in the main kitchen and delivered to the housing units. Trays are prepared for segregation inmates and staff. Each unit has a hot and cold cart that transports the food to the units using a “tug,” which is an airport luggage cart. This method of transport appears to be the most effective.
and efficient of all the methods used by the various institutions visited. Very limited cooking is done in the units; Building X is the only housing unit without a grill.

The OSCI operates a vermiculture process that saves 64 tons of waste from being sent to the landfill each year. This process, which uses non-acidic kitchen vegetable scraps, employs 20 to 30 inmates.

There is one large ice machine in the food service area. The warehouse and segregation unit also have large ice machines located in controlled areas of the institution. There are individual ice and water units in all housing areas.

The OSCI currently offers two vocational food service related programs. The food production certificate program is certified by the Fox Valley Technical College. The inmates that participate receive 14 weeks of training which includes lab time in the kitchen covering such things as soups, sauces, vegetables, entrées, baking (1) & (2) and sanitation. The course also involves written exams and demonstration of core abilities. The second program is the Visiting Room Restaurant Program. Graduates of the certificate program are often employed in this area. The program provides quick service restaurant foods to visitors, guests, staff, and others for a modest fee.

The Badger State Industries operates a commercial laundry service at the OSCI. The laundry is operated five days a week, three shifts per day. The laundry serves a majority of the DOC institutions in some capacity. Other customers are the Mendota Mental Health Institute and UW summer school systems. The facility employs 100 inmate workers and handles 4.5 to 6 million tons of laundry annually. The closing of the Green Bay Correctional Institution laundry operation resulted in an expansion of the operation at the OSCI.

Treatment, Education and Other Services
The primary treatment programs offered at the OSCI include a residential AODA treatment program, a dual diagnosis AODA program, anger management, domestic violence, sex offender treatment and cognitive interventions.

The educational programs consist of Adult Basic Education (ABE) and High School Equivalency Education (HSED). The school programs operate during two shifts. The teachers also conduct adult education classes in the housing units. This works especially well for the mentally ill inmates in Building V. The OSCI also operates a computer lab.

The vocational programs that are currently offered include horticulture, building construction, and the production of textbooks in Braille. Inmates may also participate in two food service programs, including kitchen training, culinary arts, and large-production operations. The culinary program offers meals that can be purchased by visitors and an intern program. The second program focuses on large-production kitchen operations. Many of the students work in the kitchen.

The Health Services Unit (HSU) operates with one physician, one nurse practitioner, twelve registered nurses, 2.5 Licensed Practical Nurses (LPN), three medical program assistants, numerous limited-term employees (LTE) and contract staff members. Psychiatric services are offered five days per week by an LTE. The dental
service includes 3.5 dentists, 3.5 assistants, and a hygienist. There is one Registered Nurse (RN) dedicated to the Mental Illness and Chemical Abuse (MICA) program. Four transportation officers provide inmate transport to medical facilities that include approximately nine trips per day to outside medical appointments and it is not unusual to have ambulance service several times each day at the OSCI. There are often as many as fifteen off-site trips per day. There is a documented need for 24-hour nursing coverage.

Building M houses the HSU, which is generally occupied by a large number of inmates with chronic and critical health issues. There are about 80 inmates using wheelchairs at the OSCI. Building P houses chronically-ill inmates and many inmates with mobility issues. Healthy inmates assist those in wheelchairs to move about the prison.

The HSU unit includes five exam rooms, which limit the number of inmates who can be seen at any given time. There are six infirmary cells, with one dedicated to tele-medicine. There is only one negative air-pressure patient room. It is not uncommon to have every cell in the infirmary full or even doubled. The full-service dental unit is adequate. The medication area, although recently doubled in size, is still undersized and needs to be expanded. A chart room was expanded into the hydro-therapy room, thus eliminating the hydro-therapy function. An inadequate 10-foot by 12-foot space is used for physical therapy. Generally, there is inadequate storage in the HSU. There is no training or meeting space in the HSU. A conference room is used for temporary office space, and there is no space for psychiatric staff. The nurses’ area is very small. The OSCI is slated to receive a physician supervisor position; the lack of office space is a concern. The dental supervisor shares an office space with the optometrist, who is on site one day per week.

The Winnebago Correctional Center and Drug Abuse Correctional Center inmates come to the OSCI for medical and dental services. Often, 10 to 15 Center System inmates arrive at one time. The limited waiting area and triage for those individuals creates security and safety issues, as well as confidentiality concerns. There is a waiting list for most medical services, especially for the advanced care practitioners. The radiology suite is used part-time and operated by a contract technician. The HSU has a lab contract with an outside vendor, and all blood is drawn on site by DOC staff. Diabetic inmates test their own blood sugar at a makeshift counter in the main corridor. There is little privacy afforded to these inmates due to a lack of space. The soiled materials are kept in the general storage unit.

Seven to eight inmate healthcare vigils are common at several locations including the Mercy Medical Center, Aurora Hospital, University of Wisconsin-Madison Hospital and Waupun Community Hospital. Hospice care is limited, and most patients requiring that care eventually transfer to the Dodge Correctional Institution Infirmary.

Inmates with mental health needs are housed in Building V. An estimated 48 inmates participate in the Transitional Therapeutic Communities (TTC) treatment program. These inmates come from the Wisconsin Resource Center and Columbia Correctional Institution. There is a demand for additional programs for the 600 to 700 inmates with severe mental health needs. Efforts are underway for the development of a segregation unit mental health program. Additionally, mentally ill inmates with substance abuse problems may participate in the MICA program.
There are three outdoor recreation fields that are separated and controlled according to which housing unit the inmate lives in. The inmates sign in and out of recreational areas; each area is limited to 500 inmates at a time.

**Operational Considerations and Issues**
The existing core and support elements of the institution, including health services, food service, visiting, education, vocational training, recreation, and segregation space continues to be significantly impacted by the demands of the current population. In addition, the need to provide health services and food service to DACC inmates and provide segregation space for some of the area Correctional Centers creates an additional workload that burdens the staff and impacts the physical plant.

A replacement for the DACC facility is presently being designed and consideration for having the new facility provide its own food service is recommended. This would help to reduce the burden on the OSCI food service and most likely enable the Center to provide meals on a timely basis to its inmates.

With the aging of the facilities on the west side of the institution, more effort must be made to address these problems and upgrade the buildings and infrastructure to provide for continued operation. Some of these issues are becoming critical and solutions need to be identified and funded to eliminate the possibility of shut down due to unexpected building or system failures.

**Existing Problems and Constraints**
The institution, over the course of many years, has been expanded from approximately 340 beds to a facility that currently houses more than 2,000 inmates. When the original facility was initially planned and built it was done at a time when the operating philosophy was to maintain smaller correctional institutions. This institution was designed to serve a special needs population and provide inmates with an ability to move from "close" supervision to minimal supervision over time. Unfortunately this initial planning never anticipated that the facility would expand to the size it has; consequently the infrastructure and design layout focused on a small and very unique institutional layout which does not effectively meet the needs of the more than 500 staff and 2000 inmates currently occupying the site.

In the late 1980's and 1990's, the accepted model for correctional institution size across the country shifted to one that provided for significantly larger complexes on a single site. During this same time period, the Wisconsin DOC was challenged by the need to expand its prison capacity to meet the growing need for inmate beds. As a result, the expansiveness of the Oshkosh Correctional Institution site captured everyone's interest. The site was very large and offered the potential of expansion without needing to acquire additional land. The critical shortcoming, however, was a lack of adequate site utilities and infrastructure to support the expansion.

This situation required that the state plan the first major expansion of the OCI as if it were a new institution with regard to its infrastructure. All of the new buildings were constructed and supported by a new central plant and new site infrastructure. Even though this clearly addressed the needs of the new buildings, it did not attend to what would soon become an ongoing problem of the aging infrastructure on the west (and older) side of the institution. Today, a majority of the problems that the original portion of the institution faces are related to this issue and the critical need to address infrastructure systems that are either inadequate or in need of replacement due to their age.
The newer buildings are also not without their problems. The emergency housing unit or “dormitory” has outlived its useful life and needs to be replaced; the newer food service and health services buildings have operational and materials and system problems as a result of excessive use and a less than anticipated useful life. The sheer size of the expanded institution and the continuous demands of the largest inmate population being served at a single location have taken a tremendous toll on these things every day.

There are also inadequacies in the core and support functions that support other inmate needs. These are most evident in many areas including the lack of sufficient segregation beds for the size of the institution, insufficient visiting space, lack of adequate indoor recreation and exercise space, and access to program space on the east side of the institution.

There is critical need to enhance the video surveillance system with additional cameras in inmate occupied areas and recording capabilities which are very important to the continued safe operation of the institution. To support this, a new fiber backbone between buildings is needed in addition to the security cameras.

**Expansion Capacity**

The existing institution following the last expansions in the late 1990’s has fully utilized most of the available land within the secure perimeter. Even though there is significant state owned land available to the north side of the institution, there are apparently issues related to the wetlands, as well as the potential use of a portion of this land for other agency needs. These conditions may not allow any further expansion of OSCI. Also, the institution may have reached its maximum capacity and size and further expansion is not desirable from an operational perspective.

However, if any major expansion is considered in the future, it is recommended that the State and City carefully consider the ramifications of this expansion on the area’s infrastructure and address this issue as early in the planning process as possible.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Site improvements project.
- Replacement of the perimeter fence electronic detection system.
- Install a Central Institution Monitoring System (CIMS).
- Replace the fire alarm system for the entire institution.
- Improve site storm water drainage.
- Remodel lobby entrance for ADA compliance and expansion.
- Add a multi-jurisdictional weapons range.
- Expand health services building.
- Demolish emergency dormitory building.
- Increase site lighting.
- Renovate and make repairs in food service building.
- Repair road and parking lot.
- Add a bar filter for the sanitary sewer system.
- Construct a combination garage and storage building.
- Add new recreation and programs building on east side of institution
- Relocate BCE laundry operations to CCI and remodel space for new printing operation (previously at CCI).
- Construct 100-bed segregation unit.

**Recommended Major Capital Projects and Estimate of Probable Cost**

<table>
<thead>
<tr>
<th>Oshkosh Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tr>
<td>Expand the Health Services Unit</td>
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<tr>
<td>Demolish existing 150 bed dormitory barracks; add new Recreation &amp; Program Spaces</td>
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<td></td>
<td>$ 3.6m</td>
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<tr>
<td>Construct a 92 Bed Segregation Unit</td>
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<td><strong>TOTAL:</strong></td>
<td>$ 3.7m</td>
<td>$ 15.0m</td>
<td>$ 3.6m</td>
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</tbody>
</table>

**Summary**

The expansion of this institution is not being recommended. Although the staff is doing a remarkable job every day in successfully operating the largest correctional institution in the State, it is not without extreme demands and limitations. Due to its sheer size, many inmates have limited access to program and activities. The staff is challenged each day just to keep up with the needs of the inmates while dealing with buildings and systems problems that are ongoing.

The needs of the west side of the institution including the standing storm water on the site, the insufficient electrical and emergency power and critical roof replacements need to be priorities for the institution maintenance projects.

It is extremely important to address the security needs of this institution and also to find ways to expand program and support space to adequately provide the level of services that the inmates require. Cameras to observe all areas of the institution grounds and buildings and sufficient segregation bed space to address the problems with troublesome inmates should be a priority to effectively manage an inmate population of 2000 men.
**Prairie du Chien Correctional Institution (PDCCI)**

The Prairie du Chien Correctional Institution previously operated as Sacred Heart College, Campion High School and Lutheran Preparatory High School and its early origins date back to the late 1800’s. The State of Wisconsin purchased the buildings and grounds in 1995 for $2.5 million to provide a juvenile correctional institution for non-assaultive male youthful offenders in the custody of the Division of Juvenile Corrections. The purchase included 21 buildings located on 60 acres of land. In 1997 the declining juvenile population resulted in the Division of Adult Institutions (DAI) contracting for the use of the PDCCI as a medium security facility for young males with adult sentences who were 15 to 21 years of age. In 2003 the DAI assumed administrative and operational responsibility for the PDCCI and the age restriction was removed. At the present time the facility serves a younger adult medium security and minimum security work release population whose average age is 30-32 years old. The institution is located in the City of Prairie du Chien, in Crawford County.

The authorized staffing pattern for the Prairie du Chien Correctional Institution is approximately 186.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $15,607,361, representing an annual per capita cost of $32,583 and a daily per capita cost of $89 for each male offender.

As of May 9, 2008 the designated capacity for the PDCCI was 326. On that same day a population of 508 men was assigned to the facility.

**Overview**

The Prairie du Chien Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the PDCCI is to protect society from unwarranted acts, both now and in the future, which offenders referred to the PDCCI for the purpose of habilitation may commit. The primary way to fulfill that responsibility, as far as the future is concerned, is through a program of “productive adjustment”, education and team building by use of positive role modeling.

The original design of the facility included housing in the South Hall with 138 beds. The housing was comprised of eight units with approximately 18-20 beds per unit. The current housing capacity of the institution includes 9 units, with 50 to 60 beds in each unit.

**General Issues**

All buildings on the site present significant compliance issues with the Americans with Disabilities Act (ADA). Accessibility to the South Hall is especially problematic; a ramp is provided to the front entry and inmates and staff can only access the housing level by the use of stairs.

The institution buildings do not carry any historic register designation. The local community has historic interest in the facility, but nothing that would hinder the expansion of it. The Church and Marquette Hall have been identified for demolition, but this has not been approved as a capital project to date.
The visiting space is currently located in the Administration Building and is quite small for the current needs of the institution population. There are concerns for the safety of visitors since they are required to travel well beyond the secure perimeter to access the visitation area.

The segregation unit currently has ten beds and a current project to add another twenty beds is underway. Any overflow of segregation inmates are moved to the Wisconsin Secure Placement Facility in Boscobel. At this time, the institution is required to house close-custody inmates in medium-security housing.

**Inmate Population and Projections**

Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

**Infrastructure Considerations**

A 4” city water main extends from the north end of the institution to a single hydrant located adjacent to the Marquette dorm. A 10” city water main extends from the south end of the institution to serve two hydrants and the sprinkler systems serving the south housing building and segregation. The 10” water main should be extended and looped through the institution to serve additional hydrants, cold water supply, and future sprinkler systems for all buildings. The PDCCI also has access to two existing, on-site water wells. Cold soft water and hot water are generated at the power plant and extend through the steam tunnels to individual buildings. Most fixtures and existing piping are in satisfactory condition. Additional fixtures are required in the south housing building and the piping in the Loyola Hall kitchen needs repair. All remaining asbestos insulation should be removed.

The sewer mains extend from the west and south end of the institution to the city’s wastewater treatment plant. The storm systems also extend downhill toward the Mississippi River from the west end of the institution. There are no reported problems. The facility site is adjacent to the 100-year flood plain. Recent flooding of the Mississippi River elevated water to the property line on the west side, just short of the access road to the Administration Building.

Gas service is provided by Madison Gas & Electric (MG & E), and this service supplies the power plant, food service area, segregation unit, security offices, and the South Hall.

The Central Power Plant generates steam and hot water for the institution. Three gas/oil 500 hp fire tube boilers generate steam at 75 psi pressure to distribute to individual buildings. New aerators/pumps, burners and controls were installed in 2002. A project to replace the domestic steam/hot water converters should be completed. The steam service currently runs year-round to provide hot water to the city-owned recreation building, which includes a swimming pool. This building was sold to the City of Prairie du Chien, but the institution provides utility services as part of the agreement. Unfortunately, during the summer months, this has caused ‘hot spot’ problems in occupied spaces where steam mains are routed, particularly in the first floor offices of the Administration Building.
The HVAC system in the Administration building consists of air handling units with steam heating coils and direct expansion cooling coils serving offices and training rooms and perimeter radiation. Steam, unit ventilators serve the classrooms. Loyola Hall has air handling units with steam heating coils, and an undersized, gas-fired make-up air serving the kitchen. The North and South Housing units have air handling units with steam coils, perimeter radiation and operable windows in the dorm rooms and large propeller, exhaust fans at the end of hallways providing summer ventilation. The gymnasium has two air handling units with steam coils. The Church and Marquette dorm have cast iron steam radiators. Segregation utilizes a hot water boiler, air handling unit with a hot water coil and direct expansion cooling coil. The command center has a gas fired, rooftop, heat/cool unit. The gatehouse utilizes an air handling unit with steam and direct expansion cooling coil. HVAC controls are pneumatic control and operation.

Alliant Energy supplies the institution's electric service. The main electrical service extends from the north east corner of the facility to transformers that serve individual buildings. Buildings operate at 208V with a step up transformer to 480V to serve perimeter lights and the gatehouse. Emergency generators handle the critical requirements at the Administration Building, South Hall, segregation unit, food service area, gatehouse, power plant, and the command center. The emergency generator capacity is not adequate for all critical loads in the institution including the command center and Gatehouse. New electrical services were provided for South Hall, Loyola Hall, Segregation, and the power plant. Electrical panels, wiring, and fixtures should be upgraded in the Administration Building, Gymnasium, Church, and maintenance shop.

The fire alarm system was updated in 1996 in South Housing, Loyola Hall, Segregation, and the Gatehouse. The fire alarm system in the administration building was updated in 2004. The public address system in the Administration building needs to be upgraded.

Preventative maintenance of the facility is a concern because the staff has to constantly work to keep the aging equipment operational.

**Security Considerations**

The staff lacks visual supervision of the institution yard. Although five new light poles were installed in 1996, lighting of the yard is old and outdated. The perimeter surveillance camera system does not provide complete surveillance of the facility. All communication equipment is located in the Administration Building, which is inside the secure perimeter and has limited security features.

**Food Service and Laundry**

The food service area was originally designed to handle meals from a contracted food service; it is now staffed by the institution and functions as a production kitchen. The existing space is not adequate to handle the current inmate population (509) plus staff. More than 1550 meals are served out of this facility each day. The bulk of the baked goods are purchased. The equipment is in good condition however the facility is undersized for the demand. The dining space is adequate for the current population and provides meals in three shifts. The space will need to be expanded if the population increases.
The institution grows a portion of its own food to help offset rising costs of food and to provide work for inmates during growing season. The garden is located east of the Marquette and South Halls, and the warehouse and stores are currently located in the North Hall.

The laundry service includes all institutional, non-personal clothing items, blankets, sheets, pillowcases, and uniforms, but the laundry area is inadequate to complete this work. Inmates can wash personal items in the housing units using residential size washers and dryers.

Treatment, Education and Other Services
The primary treatment programs offered include a sixteen-week residential AODA program, consisting of separate educational and group therapy components and a cognitive group intervention program that encourages the inmate to change their personal beliefs, attitudes and thinking patterns associated with their criminal and dysfunctional behaviors. This program consists of two phases, each comprised of 15 two-hour sessions. The PDCCI is also working on the Reintegration Release Program that is designed to serve seven counties in southwestern Wisconsin. The pre-release program is comprised of two tiers: one provides general pre-release information and transition services and the other provides inmate-specific pre-release programming that focuses on individualized case plans, education, employment and employability, substance abuse, mental health, life skills, entitlement programs, housing, family reunification, community support systems, and reintegration planning.

The educational programs focus on general education and special education. They include Adult Basic Education (ABE), High School Equivalency Degree, College of the Air, Title 1, and Special Education. The vocational training program in bricklaying/masonry is provided by an instructor from the Southwest Technical College. This masonry program provides inmates with either a certificate or degree.

There are no Badger Services Industries (BSI) programs currently provided at the PDCCI, but the staff believes that this facility would be a good location to expand BSI services to the southwest area of the state. The PDCCI also provides project crews to perform various community service projects and create community support for the facility.

The HSU was originally designed to handle contract medical service, but the PDCCI now has its own HSU staff. Recently, staff and inmate labor remodeled the unit, but the HSU is currently at capacity and would require expansion if there is an increase in inmate population.

The indoor inmate recreational space is inadequate. There is a gymnasium for basketball and weight lifting, but other types of activities are extremely limited. The outdoor recreation has sufficient area for the current inmate population and includes softball and basketball facilities.

Operational Considerations and Issues
The institution is not in compliance with the Americans with Disabilities Act accessibility requirements. Additionally, there are issues with the size and location of the visiting space and the security of visitors. Additional segregation unit beds will be added. The kitchen and interior recreational spaces are inadequate, and the HSU is currently operating at capacity. The PDCCI requires additional camera surveillance capability.
and increased visual supervision of the institutional yard. Any additional programming that could be made available would be beneficial for the inmates.

The location of this facility in southwest Wisconsin and its proximity to the Wisconsin Secure Program Facility (WSPF) provide access to an available labor force. The facility appears to be well accepted within the community and offers an opportunity for men to complete their AODA treatment as well as being part of the Reintegration Release Program for the area.

The visiting space is small for the current population and should be enlarged and relocated to accommodate any future growth and for the safety of the visitors.

The food service facility is undersized for the current and expected demand.

Existing Problems and Constraints
The existing buildings were built on the site of the Lutheran Preparatory High School. There were numerous improvements and additions made to modify the use of the facility from educational to correctional.

In general, the facility has been well maintained. However, because of the age of the structures and its change in use, the original buildings are showing signs of age along with the wear and tear that comes from its excessive use. There are existing problems with the building systems, layout of the buildings, and limited support space that present daily challenges for staff and inmates.

Many of the buildings require modification in order to comply with the ADA guidelines. Some of the buildings that are not in use at the present time should be renovated for use by the facility or removed altogether to allow building expansion in the area.

The exterior lighting is minimal and the number of cameras does not offer adequate visual supervision of the facility. The security/communication equipment room is in need of renovation in order to provide adequate security.

Expansion Capacity
The institution was designed for 138 beds, increased to a designated capacity of 326 beds, and currently has a budgeted capacity of 500 inmates. The continued overcrowding of the institution has placed a burden on all of the buildings, systems, and infrastructure.

The site offers a number of opportunities to expand the capacity for inmate housing. The most workable would be the renovation of the North Hall for use by minimum security inmates who are involved in work release at the facility and in the local community. The other long range option would be the creation of new housing on the existing site where the Chapel and Marquette Hall currently stand. Under any circumstances, this area should be kept available for future housing following the development of a more comprehensive master plan for this entire site.
Summary of Institution Identified Needs
The following conditions were identified by the Consultants’ during the site tour:

- Expand water service and provide a looped water line around the facility.
- Hazardous material removal.
- Upgrade electrical panels, wiring, and fixtures at Administration Building, Gymnasium, Church, and Maintenance Shop.
- Expand laundry area.
- Renovation of the administrative offices to provide space for security staff.
- Renovation of the food service area; increase the size of cooler and freezer storage; expand the dining area and bakery; provide proper mechanical ventilation.
- Installation of containment fences in the yard to define secured areas.
- Installation of elevated control for additional supervision of the yard area.
- Replace plumbing in the South Hall.
- Improve air quality and energy use within the Administration and School Building
- Improve the perimeter road.
- Improve air quality and energy use within the Administration and School Building.

Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>Prairie du Chien Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tbody>
<tr>
<td>Remodel/expand North Hall to provide 240 beds for work release housing</td>
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<td>$ 6.9m</td>
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<tr>
<td>Construct a new HSU and intake building; expand/construct a multi purpose &amp; recreation center; construct a new gatehouse and visiting center, construct a warehouse/stores building with a loading dock; demolish Marquette Hall &amp; the Chapel</td>
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<td>$ 13.0m</td>
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<td>TOTAL:</td>
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Summary
It is the recommendation of the Consultant that this institution be expanded to provide 240 minimum security beds through the renovation of the North Hall. It is critical to sustaining the long term use of this institution that any capacity increase also address the current program and support space limitations, correct the existing building systems problems and aging infrastructure shortfalls, and upgrade the security systems as needed.

The ability of the PDCCI to address these operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.
Racine Correctional Institution (RCI)/Sturtevant Transitional Facility (STF)

The Racine Correctional Institution, previously operated by the Franciscan Order as the St. Bonaventure Preparatory School, has its early origins dating back to 1921. The Preparatory School remained in operation until 1983 when a decline in its enrollment forced the School to close. Following extensive remodeling and construction of additional buildings, in 1991 the facility was reactivated and opened as the Racine Correctional Institution, designed to serve 450 medium custody adult males. The institution is located on 150 acres of land in the Village of Sturtevant in Racine County. The Sturtevant Transitional Facility (STF) is also located on this site, beyond the secure perimeter fence of the RCI, and operates under the supervision of the RCI Warden. The STF is comprised of a 150 bed minimum custody unit and a 150 bed maximum custody unit. The STF-Minimum unit opened in December 2003 to meet the needs of minimum inmates as they transition back to their communities. The STF-Maximum unit opened in May 2004 for probationers and parolees who are confined as an alternative to revocation or placed there on a probation and parole hold and also as a direct intake facility for counties in the south and southeast part of the state.

The authorized staffing pattern for the RCI/STF includes approximately 519 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institutions was $45,856,950, representing an annual per capita cost of $24,990 and a daily per capita cost of $68 for each male offender served there.

As of May 9, 2008 the designated capacity for the RCI was 1,021. On that same day a population of 1,564 men was assigned to the facility. The designated capacity for the STF was 300 and a population of 270 men was assigned to the facility.

Overview
The Racine Correctional Institution/Sturtevant Transitional Facility is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the RCI is to endeavor to protect society from harmful acts, both now, and into the future, which may be committed by offenders placed in custody for the purposes of confinement and positive change. A desirable way to pursue this mission is through an array of services aimed at the positive development of human learning, growth, and meaningful behavior control.

The mission of the STF is to protect the public through the secure and humane treatment of offenders and to afford offenders opportunities to gain the skills needed to support a crime-free life upon release to the community.

General Issues
Racine Correctional Institution
The existing housing units at RCI are operating well beyond the original design capacity. There are 3 toilets for 86 inmates in the typical housing units. Many inmates are often lined up to use the bathroom. The ‘S’ Building is the temporary barracks structure. It was constructed as a temporary housing solution but is providing permanent inmate housing. Each unit has an exterior paved courtyard area with seating and a basketball hoop.
The School Building (Building ‘I’) was built in the 1940’s as part of the original St. Bonaventure School. The records office presently occupies what used to be two classrooms. The records storage is adequate. If records were to be relocated elsewhere in the institution, the classrooms could be reclaimed for educational and program space. The Administrative staff is currently located in Building ‘K.’

Sturtevant Transitional Facility
Ventilation issues at the STF have caused operational issues for the facility buildings, given the fact that the two different sides of the facility were constructed by independent contractors. The library services are housed in an old interview room with limited space, and areas that were designed as dayrooms are being used for purposes such as programming, work release processing, and leisure time for inmates. The program space has been maximized given the available space. Programming can only be conducted in the dayrooms when they are not being used for inmate leisure activity time. One room on the workhouse side has some recreational equipment. The exterior recreational areas are only available to the work release inmates.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections, the need for a continuum of services across all levels of security, the demand for programs and services to address offender needs such as education, vocational training, specialized treatment programs, work release opportunities and the increased demand for alternative to revocation programs, the need for medium security and transitional bed capacities is expected to remain.

Infrastructure Considerations
The storm water from the RCI is surface-drained to catch basins served by 16” storm water mains. The grading in several areas needs improvement. An 8” sanitary sewer main serves the RCI and extends to the Mount Pleasant Sanitary Sewer District. The STF is served by an 8” sanitary sewer main and extends to the Sturtevant Sanitary Sewer District. There has been some desire on the part of Mt. Pleasant to require the RCI to put in a sewage grinder, due to inmates flushing trash bags and other non-biodegradable items in to the system.

The RCI is served by a looped 10” water main and the STF is served by a looped 8” water main. Both water mains serve laterals to buildings and fire hydrants. All buildings have a water-based fire suppression system. The single wall water/water domestic water heat exchangers are leaking and should be replaced in all housing units.

The RCI has a 4” gas main that serves the power plant, a 2” line extending to the food service area, and a 1” line extended to Building S. The STF has a 2” gas main that serves the boiler/mechanical room and kitchen. Gas service is adequate.

The RCI has a central plant with three gas-fired hot water boilers at 500 hp, each providing 30% redundant capacity. The boilers provide 180°F water to each building for both domestic use and water heating loads. The single, 30-year-old Trane boiler needs to be replaced, as does the leaking underground fiberglass pipe that serves the Dane Building. The domestic heat exchangers in the STF currently have two gas-fired hot water boilers and a gas-fired domestic water heater, all in good condition.
The institution has two centrifugal, 100 ton water-cooled chillers operating at capacity that serve Administration, the Health Services Unit (HSU), and Segregation. The associated cooling tower is in poor condition and should be replaced. The two Liebert air conditioning units that provide cooling for the control rooms in the Administration building need to be replaced. The administration areas in the STF are provided with DX cooling through equipment that is still in good condition.

The HVAC systems in the housing units include constant volume air handling units located in penthouses with terminal reheat coils for temperature control. The HVAC system for STF includes constant volume air handling units with terminal reheat coils serving dorm rooms and constant volume AHU’s with direct expansion cooling for administrative areas. The HVAC systems are in good working order.

The HVAC control systems utilize DDC control with pneumatic operation. The first generation Johnson Metasys DDC controls are obsolete and should be updated.

The RCI has a 5000 480V/3ph electrical service with a 2000A estimated peak load. The STF has a 2500A/480V/3ph service with a 500A estimated peak load. Wisconsin Electric is the electric service provider for both facilities. The RCI has three emergency power generators: two 400 KVA gas and one 800 KVA diesel generator sets. The generators provide 100% electrical back-up to Buildings H, I, J, and K and critical loads to other buildings at the Institution. The gas generators are unreliable and should be replaced with a single 800 KVA diesel gen set. The STF has one 500 KVA diesel generator sized for critical loads.

There is a public address system in each facility and they are in good condition. The fire alarm systems including smoke detectors throughout the facilities which should be upgraded.

**Security Considerations**

The Central control for the RCI is located in Building ‘J.’ An observation post was created in the Dodge unit to observe the recreation yard. The perimeter towers are not high enough to provide surveillance for many areas inside of the fenced perimeter, particularly the yard area. This is a concern given the concentration of inmates in the yard area, which is often supervised by only two correctional officers. The perimeter fence and electronics security system will be upgraded in 2008, which will add 25 cameras along with a taut wire stun fence. The current fences are structurally adequate to allow this work.

All 6 high-mass lights are 17 years old and now require repair and/or replacement. They were originally made by GE but have been discontinued. One of the poles is in need of immediate replacement.

**Food Service and Laundry**

The food service space is currently located in the basement of the school building and is very difficult to access. This location also makes it difficult to deliver meals on a daily basis, and an expansion of the existing space is not feasible. The kitchen has a design capacity of 1021 but is required to produce as many as 4,700 meals per day for staff and inmates. The shortage of space also does not allow for bread to be baked on-site; it must be purchased from an outside vendor. The cost per meal for meals produced at RCI/STF is $1.06. In a separate
area the RCI operates a foodservice hospitality program for inmates where lunch is served for a small fee to employees and guests.

The food service space is in need of an area to prepare special diets for the inmates. Currently, they are preparing nine different diets. The institution also prepares approximately 50 meals for diabetics and 50 meals for low-cholesterol inmates at each serving. In addition, there are seven other diets, five of which are medically prescribed and two that are religious diets. The food service also fills 100 orders for afternoon snacks each day for inmates with special diets.

In 2009, a completely new food service facility, including a baking area and vocational food service program, will become operational and resolve these issues. The baking facility is expected to support the Sturtevant Transitional Facility (STF) as well. The warehouse and freezer storage will also be expanded.

The STF food service facility is a stand-alone production kitchen managed by the RCI staff and supervisors. All purchasing is coordinated by the RCI. The menus are the same in order to maximize efficiency and minimize costs. The RCI staff is cross-trained to work at both facilities. Fifteen inmate workers at the STF provide most of the required labor. The STF kitchen is adequate to feed the 300 inmates at that facility.

The RCI will continue to be challenged to provide food services to inmates and staff before the new food service facility is constructed.

At this time, the institution laundry is collected in the housing units and sent to the Badger State Industries (BSI) Central Laundry operation.

**Treatment, Education and Other Services**

The primary treatment programs offered at the RCI include residential AODA, anger management, parenting, childhood abuse, domestic violence, sex offender treatment, cognitive interventions and the Specialized Training and Employment Program (STEP).

The educational programs include Adult Basic Education (ABE), High School Equivalency Diplomas (HSED), College of the Air, English as a Second Language, Title 1, computer assisted literacy lab and the restaurant cook apprenticeship program for inmates who have successfully completed the Gateway Technical College Culinary Arts program.

The education and vocational programs are housed in one building, with educational programs offered on the main floor of the ‘I’ Building. Four hundred inmates are enrolled in educational programs and there are nine academic instructors who handle the class load. Fifteen inmates are enrolled in the vocational food service program, located in the basement of the “I” Building, while another fifteen inmates are enrolled in a business applications program.

The Dane unit currently houses the 240 bed AODA residential treatment program unit. There are also 50 long-term sex offenders housed there who are participating in the Beacon Program.
There are presently no Badger State Industries programs or buildings that could support them at the RCI.

**Operational Considerations and Issues**
The maintenance functions are located in the lower level of the Administration Building with limited space and storage capacity. Potential security breach issues are a concern.

The current capacity of the visiting area is about 130 persons. The RCI presently offers visiting 7 days a week for 12 hours each day. Due to the institution’s location and population, it experiences a greater demand for visiting than any other facility in the Wisconsin Department of Corrections (DOC) system. An expansion of visiting space may warrant consideration.

The location of RCI/STF within the southeast Wisconsin corridor is operationally beneficial for its access to diverse work assignments for work-release and re-entry of offenders into their community.

The major problem that RCI faces is overcrowding and the inability of the facility to easily expand. The changing profile and classification of the offenders has also changed the requirements for support services and housing. The staff is doing everything it can to utilize program areas for multiple uses, but space within the facility is at a premium. To address most of the space shortfalls, additional space through new construction or expansion would be required, which in turn will return areas to their original intended use.

The major problem that STF faces is lack of program spaces. The staff is providing programs at the expense of the dayroom space. To address most of the space shortfalls, additional space through expansion would be required, which in turn will return these areas to their original intended uses.

**Existing Problems and Constraints**
Since its inception, the use of the existing buildings at RCI has created operational issues. It has been recognized that the support services located in the existing buildings have not met the needs of the institution and are being replaced by newer buildings. This effort has helped to relieve overcrowding in other areas, particularly administration offices and program spaces.

The other major problem that the institution faces is overcrowding and its effect on program and support services. In general, the institution has been well maintained. However, excessive, heavy use of the facility has produced more wear and tear.

The on-going potential security issues, created by the limited availability of visiting space, are a concern that needs to be resolved. Due to the location of the RCI and size of its population, it experiences a greater demand for visiting.

**Expansion Capacity**
The RCI was originally designed to house 450 inmates. With the subsequent addition of the temporary housing barracks, the capacity was increased to 600 inmates. On average, the institution houses in excess of 1500 inmates. There is no ability to increase current housing and no available land, either inside or outside the perimeter, for construction of additional housing.
The STF was designed to house 300 inmates and is currently fully occupied. The maximum custody housing is landlocked, and has limited options for expansion. The minimum custody housing has the ability and need to expand. With the increase in additional housing, program space should also be provided to allow the housing dayrooms to be returned back to their original use.

**Summary of Institution Identified Needs**
The following conditions were noted during the Consultants' site tour:

- Install a sanitary sewer grinder.
- Replace Trane boiler and fiberglass and underground piping.
- Replace chiller cooling tower and RCI Liebert air conditioning units.
- Update the Johnson Metasys DDC controls.
- Upgrade fire alarm system including smoke detectors.
- Upgrade the perimeter fencing to include a taut-wire detention system and additional cameras.
- Construct an armory.
- Provide treatment space for the mental health housing and program areas for the STF.
- Create a fenced area for evacuation of the STF Probation & Parole housing units.
- Reclaim or remodel the existing HSU space for expanded program space.
- Cooling tower replacement.
- Conversion of the Dodge unit into an armed-post position.
- An addition to the Dane housing unit to provide office space for ERP, administrative, and treatment staff; return the space to needed program group rooms.
- Replacement of the boiler system; the TRANE boiler is 20 to 25 years old.
- Expansion of the Segregation Unit to meet the inmate capacity.
- Remodel a housing unit for the aging and mental health inmate populations; currently 89 beds or 5.6% of the institution’s population require the use of beds in the Segregation Unit.
- Construct a new HSU Building with program space located at ground level in northwest corner of the facility.
- Repair of the perimeter roadways and parking lots.
- Expansion of the visiting area with a secure inmate entrance.
- Creation of a recreation space for the STF.

**Recommended Major Capital Projects and Estimate of Probable Cost**

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<tr>
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<td>Construct a new HSU building with program space at ground level in the northwest corner of the facility</td>
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Summary
The ability of the RCI and the STF to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

A serious lack of adequate programming space and treatment staff offices, in addition to limited infrastructure and systems, is having a major impact on all core and service spaces and the general efficiency of operations at the RCI. Any proposed expansion of the inmate housing at the facility is restricted by the possible hazardous material concerns created by the berm at the perimeter of the property and the extent of available space provided by the adjacent land owned by the State of Wisconsin.

It is the recommendation of the consultant that the priorities for the RCI should include addressing its infrastructure and support service deficiencies and correct the building and security systems. Potential expansions within the boundaries of the current site for programming, treatment office space, storage, health services for the aging population, and visiting should be strongly considered.

It is also the recommendation of the consultant that the housing at the STF be expanded to include 150 beds for minimum custody work-release inmates with additional support space for programming. The new program space would allow the day rooms and other spaces to return to their originally intended functions.
Racine Youthful Offender Correctional Facility (RYOCF)
The Racine Youthful Offender Correctional Facility opened in 1988 as a 450 bed medium-security facility for male offenders aged 15 to 24 years old who were committed by the adult courts. The RYOCF was the first major Wisconsin correctional institution built to operate in an urban area. The institution is located in the city of Racine in Racine County.

The authorized staffing pattern for the RYOCF includes approximately 210 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the institutions was $ 17,491,156, representing an annual per capita cost of $ 39,217 and a daily per capita cost of $ 89 for each youthful male offender served there.

As of May 9, 2008 the designated capacity for the RYOCF was 400. On that same day a population of 450 young adult men was assigned to the facility.

Overview
The Racine Youthful Offender Correctional Facility is one of eighteen major institutions with the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s youthful male offenders.

The mission of the Racine Youthful Offender Correctional Facility is to provide the care and custody for male offenders ages 15 through 24 who have been committed through the adult courts to the Wisconsin Department of Corrections. In doing this, the institution will provide effective security; meaningful programs; accessible quality health care; a safe environment for staff, offenders and visitors; a caring environment for offenders; and an environment fostering positive, professional relationships among staff, between staff and offenders, and between the institution and the community. The institution will promote responsibility and learning on the part of the offenders.

The facility is comprised of two housing units, each containing 120 cells that house 450 offenders. The facility also has a 27-bed segregation unit. In addition to the living units, the physical plant includes the visiting room, multi-purpose room/chapel, meeting rooms, health services area, various staff offices, education area, recreation field, gymnasium, and a support building that houses maintenance prison industries space and food service. There is also an independent warehouse building that exists on a nearby site.

General Issues
The available visiting spaces are generally adequate; during peak holiday periods some restrictions on the frequency and duration of visits are required.

The Chapel/Hobby/Community Services/Recreation area is a large space that can accommodate the varied program needs. The space is also used as a music area.

Located in the Administration wing, the school has six classrooms, a library, and a law library. The facility provides a large teacher preparation area.
The BSI Computer Recycling Program is located at the RYOCF and efforts to improve the work space and work flow are in progress.

**Inmate Population and Projections**

Given the overall increase in the number of incarcerated young males served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services specifically designed to address their education, vocational, specialized treatment and work opportunities are expected to continue.

Given the current age of the population at the RYOCF the young men are challenging, active and often impulsive in their behaviors. A majority of the inmates are from counties in southeast Wisconsin and considerable emphasis is placed on their successful reintegration back into the community.

**Infrastructure Considerations**

The City of Racine provides three separate combination water/fire protection services to (2) wings and the central building. The buildings are all fully sprinklered. Instantaneous water/water heaters provide domestic hot water for North and South wing showers and lavatories, the kitchen, and toilet rooms in the central facility. The shower fixtures in the housing wings are corroded and need to be replaced. Water closets do not have individual isolation valves. The lavatory faucets leak and need to be replaced.

The City of Racine provides sewer service for the facility. The overflow and back up of the sanitary sewer lines into the electronic closets in the housing units is common. The sanitary line from the kitchen to the exterior grease trap clogs due to grease and waste build-up; there are no garbage disposers.

A central boiler plant provides hot water for heating and domestic hot water generation. Three, gas-fired hot water boilers, with 7,000 MBH input, generate hot water that is piped to each building. The boilers and piping are in good shape, although butterfly isolation valves are failing and should be replaced.

The HVAC system serving the housing wings includes constant volume air handling units located in mechanical penthouses, with terminal reheat coils for temperature control. The air handling units serving administration, visiting, and central control have hot water and direct expansion cooling coils. Associated, roof mounted condensing units are in poor condition and need to be replaced. The existing HVAC controls are pneumatic and should be upgraded to DDC controls.

WE Energies provides gas and electrical service to the facility. The main electrical service in the administration building is 480V/3000A. The north and south housing units each have two main panels: 480V/400A and 480V/600A. The panels, wiring, lights, and electrical devices are in good condition. The panels are 80% full. The exterior lighting is good and there are no blind spots. An emergency generator, 480V/700 KVA, provides limited, emergency power to cover the doors, phones, lights, food service and the facility heating system.

The fire alarm system provides 100% coverage of the facility. However, due to dirt and dust, many of the heads are disabled. AT&T provides the facility phone service, and MITEL services the internal institution phone
system. Information technology services are provided by the DOC Central Office in Madison. The PA system is functional but needs to be expanded to cover the entire facility.

There is adequate staff parking available. However, the southeast corner of the staff parking lot has cracks and poor soil compaction that causes severe water ponding. During heavy rains, water overflows the area drains and floods portions of the building that houses the warehouse, training facility, and storage areas for the Badger State Industries.

**Security Considerations**

There are a number of security concerns at the RYOCF. The facility does not have a sufficient number of cameras. In all cases, the existing cameras are not placed in the best locations. The housing wing cameras are set forward of the dividing walls and certain portions of the wings are not visible to officers viewing the monitors. The day rooms have no camera coverage. Viacom cameras and Pelco digital video records (DVR) and software are used. However the DVRs have limited recording time.

In the spring of 2008, door security electronics were scheduled for replacement in certain officer stations, including the main segregation, and in the north and south housing units. At the sally port, one secure cell plus two makeshift spare cells need to be upgraded. The exit for this area has no sally port. Exterior lighting is good and there are no “dark” spots in the institution, although more lighting is needed at the warehouse site. The institution is also exploring the possibility of installing LED lighting in the North staff parking lot.

The Central Control area is very small and more storage space is needed. At the time of the site visit, camera monitors provided only limited visibility due to the age of the equipment. The security office was turned into a mail and property area. Additionally, there is a lot of inmate traffic and congestion in the corridors immediately adjacent to the area around the Central Control. Currently, there is only one door between the visiting room and the lobby of the institution. A secure vestibule is needed.

A microwave system within G-line fence detection is the perimeter detection system. It is constantly in alarm. The public address system functions, but sound quality throughout the facility is poor. The system has no outdoor speakers and is not provided in the office areas. Secure hardware replacement should be considered in the near future.

**Food Service and Laundry**

The Kenosha Achievement Center (KAC) provides the food service staff to prepare the food on site for distribution to the inmate housing units. Approximately 1400 to 1500 meals are produced each day at a cost of $2.14 per meal in fiscal year 2007.

The institution building and grounds staff handled the replacement of a vent hood in the kitchen and the ceilings in two housing unit servery areas in May 2007. The servery kitchens on the units are disposing the food directly into waste receptacles, as opposed to using garbage disposals or scrappers. Disposers in the past resulted in plugged drains. This has resulted in a significant cost increase for waste removal since the cost of removal is based on total weight. The institution may want to consider alternative methods for the processing of the food waste. The existing lines are too small to use a garbage disposal. The existing production facility is at near full
capacity under the present operating conditions. There is not much space to expand within the building envelope. The equipment is functioning, but aging. Storage space for dry and refrigerated goods is not sufficient. It appears that the Badger State Industries (BSI) has more than adequate space to meet their needs and possible consideration might be given to sharing space with the food service functions. Other possibilities may include the development of a more regionalized central kitchen to address the needs of all the correctional institutions and centers in this part of the State.

The Badger State Industries does all laundry off site. Ideally, the laundry should be done at the institution. Space for laundry storage needs to be increased. The units do not have personal laundry equipment; the space provided for the equipment is used as janitor closets and storage.

**Treatment, Education and Other Services**
The primary treatment programs offered at the RYOCF include residential AODA, anger management and cognitive interventions.

The Opportunity Program is a 16-week residential therapeutic, multi-disciplinary program that addresses criminal errors in thinking, drug and alcohol involvement, and self-awareness. Specific program components address anger management, feelings, cognitive thinking, coping skills, self discovery, moral and ethical decision making, gang activity and employability skills.

The educational programs offered at the RYOCF are focused on the individual needs of each student. They include General Educational Development (GED), High School Equivalency Diploma (HSED) classes, Special Education, Driver's Education and vocational education. The RYOCF, in conjunction with the Gateway Technical College, offers three computer related programs; Microcomputer Application Certificate, Microcomputer Specialist Certificate and A+ Certification. Other vocational programs include janitor training and the BSI computer recycling operation. The inmates also participate in community service projects, garden projects, and poetry workshops. The facility also offers an extensive recreation program.

The Health Services Unit provides medical, dental, psychiatric and nursing services for the inmates at the RYOCF. The medical services are offered Monday through Friday, 8:00 a.m. to 4:00 p.m. and on an as needed, on-call basis during weekends. The on-site nursing services are available, and psychological services are provided one day per week. There are two medical exam rooms, one infirmary room, and a small storage room, a dental suite with three chairs, physical therapy space, one office for a psychologist, and optometry space. While the physical therapy space appears to be adequate, the entrance to the medical area is congested. Many of the inmates present with numerous health problems including diabetes, heart problems, and asthma.

**Operational Considerations and Issues**
The segregation cells are insufficient for the number of inmates at the facility; there are only 25 cells and 2 observation cells. A portion of the South Hall is used for the Step Unit which has 30 cells, including all levels of segregation which houses 60 inmates. The facility would benefit from having a total of 70-100 segregation beds available.
The noise level in the housing units is very loud and the acoustics in the day rooms are poor. All of the cells are wet cells. There are lockable, single-shower rooms adjacent to each day room, but more are needed. Larger, open showers are not used due to lack of visibility and inmate safety issues. The servery is too small and the queuing space is also very small. The back entrance is only one door and is not secure. All inmates dine in the housing unit dayrooms.

Each housing unit contains program space that includes five classrooms plus group rooms. Currently two group rooms are used for property storage. The remaining rooms are used for three classrooms and two group rooms. There are also four office rooms for the unit manager, two psychologists, and a program assistant.

The Administration Building has extremely limited office space, storage, record storage, and meeting rooms; there is no vacant space available.

The ongoing problems with building systems and infrastructure continue to present significant, and in some cases, daily, challenges to the operation of the institution. If these conditions are not addressed the problems could worsen and potentially threaten the ongoing operation of the facility.

**Existing Problems and Constraints**

The existing institution is in a very urban environment and located on an extremely small site. It is a walled facility to minimize the visual and physical contact with the surrounding community and maximize the development of the buildings on the site without requiring excessive setbacks from the property lines. This allows for better use of the entire site, overall, but it has left the institution without much space within the walled perimeter to address additional service needs.

This property was a brown-field site having been previously occupied by a rubber garment manufacturer. As such, and because of the water table in the area, the institution’s buildings do not have basements. This limits the available storage to above ground areas and off site locations, like the warehouse facility. This condition results in day to day operational issues in the provision of needed supplies in a timely and cost efficient manner.

The food service area is designed for access from outside the secure perimeter of the institution. There are significant concerns regarding the ability to secure this space properly; having large delivery vehicles in close proximity to the rear entrance to the facility is not ideal without a controlled vehicle sally port for processing the vehicles into and off the facility grounds.

This institution was constructed using a design/build project delivery method and as a result, there are a number of issues related to building systems and infrastructure that were the outcome of that process. Problems with the hot water heating system, size and condition of plumbing piping, fixtures, fittings and control valves, sewage backups, premature aging of the air handling units, the poor quality of the public address system and the inability of the perimeter security detection system to function without being in alarm are all issues that need to be addressed.

There is a need for additional meeting rooms, segregation cells, vocational program areas and improved warehousing for the institution. Due to the restricted nature of the site it is unlikely that all of these needs will be
able to be addressed. They most serious infrastructure and systems issues will need to be prioritized in order to maintain the current operation of the institution.

Overall, the buildings have performed fairly well. Given the youthful nature of the inmates in the institution and the limited space available, most systems and finishes have not stood up well to the excessive use. Due to the large number of inmates in a very confined space these buildings will continue to require a significant amount of maintenance and timely replacement of equipment and materials to ensure continuous operation of the institution.

**Expansion Capacity**
The site limitations, the existing building space constraints, the inability to significantly modify current operations and improve the food service production, the crowding in the housing units and program spaces all create significant operational challenges for this urban prison.

An expansion of the facility to increase the bed capacity is not recommended. An expansion to increase the usable area for segregation, inmate programs, and food service is highly recommended. It is recommended that the department consider ways to modify the food service and receiving operations to facilitate a better method for preparation and delivery of food to the inmates.

It is also recommended that the DOC explore the potential to obtain additional land across the street from the administrative wing of the institution, currently controlled by the City, to develop a new warehouse facility and raze the existing warehouse building so that site can be developed for additional staff and visitor parking. This new site could also be used to develop a 150 bed minimum security center that would house men or women inmates to work in the warehouse and on the grounds of the institution for snow removal and lawn care. This solution would offer a better location for the storage of the institution and BCE supplies and materials and also be more accessible to the institution.

**Summary of Institution Identified Needs**
The following conditions were noted during the Consultants’ site tour:

- Provide space for a chapel, recreation area, new warehouse, maintenance area and additional administration space.
- Security improvements including more cameras in the housing day rooms.
- Boiler and AHU replacements.
- Construct a multi-purpose building.
- Expand the number of segregation cells.
- Remodel the servery units in the housing areas.
- Provide acoustical treatment in the shower areas.
- Replace public address system; provide outdoor yard speakers.
- Vocational education and work programs space is needed.
- Replace electronic detection system
- Remodel and expand food service area to permit expanded menu and improved delivery method to housing units.
Recommended Major Capital Projects and Estimate of Probable Cost

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<td>Construct a replacement warehouse to include new administrative and training spaces</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$10.1m</td>
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<tr>
<td>Construct a vocational education space and work programs space</td>
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<td></td>
<td></td>
<td>$2.4m</td>
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<tr>
<td>Construct a 150 bed minimum security facility on an adjacent site</td>
<td></td>
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<td></td>
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<td>$10.4m</td>
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<tr>
<td><strong>TOTAL:</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>$12.5m</strong> $10.4m</td>
</tr>
</tbody>
</table>

Summary

The facility is built on an extremely restricted site and there is very limited space on the site to expand for the recommended multi-purpose and vocational education buildings. These new building areas need to be carefully planned and take the needs of BCE and food service into account as well.

The department should initiate discussions with the City of Racine to determine if additional land is available to facilitate the development of a new warehouse and administration building and a potential correctional center across the street and to the north of the main institution lobby and administration wing.

It is recommended that the DOC continue to request funding annually in order to make the necessary improvements to the building systems and infrastructure systems that serve the institution until the problems are resolved.

It is further recommended that solutions for the renovation of the housing units, improvements to the security camera system, and replacement of the perimeter electronic security system be addressed as soon as financially possible.
Redgranite Correctional Institution (RGCI)

The Redgranite Correctional Institution opened in 2001 as a 750 bed adult male medium security institution. The institution is located in the Village of Redgranite, in Waushara County, and is situated on 89 acres of land of which 22 acres are contained within the secure perimeter. The original cost of construction for the RGCI was $52,900,000. The entire facility is tobacco free for staff, visitors and inmates.

The authorized staffing pattern for the RGCI includes approximately 302 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $27,122,067, representing an annual per capita cost of $26,721 and a daily per capita cost of $73 for each male offender served there.

As of May 9, 2008 the designated capacity for the RGCI was 990. On that same day a population of 1,015 was assigned to the facility.

Overview
The Redgranite Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions entrusted with the custody and supervision of the State’s male offenders.

The mission of the RGCI is to maintain secure and safe custody of medium security offenders committed to Redgranite Correctional Institution while providing those offenders opportunities for cognitive and behavioral development to enhance their future potential as productive members of society.

The institution is designed to function under a decentralized management and service delivery system. The four general population housing units operate, for the most part, as self contained units. The inmates do not spend much time with inmates from the other housing units. The inmate dining is decentralized and takes place in the housing unit, as do many of the program and leisure time activities. This design enables more effective control of movement and reduces the risks often associated when a large number of inmates congregate together. Although the decentralized management of the institution is deliberate, by design, efforts are continuous through staff training and communication to ensure that institution policies and operations are applied uniformly and consistently for all inmates and personnel. Each housing unit is managed by a Unit Manager who is assisted by a multidisciplinary team consisting of correctional officers, social workers, teachers, work supervisors, a psychologist and liaisons from the Health Services and the security supervisors. Through the unit management and multidisciplinary approach, the concept is reinforced that all staff play an important role in the institutional lives of the inmates and can have a positive impact on the security operations and treatment programs at the RGCI.

General Issues
The housing units are each designed to address specific needs of the inmate population. The housing units allow for unit management with staff and programming space provided in each of the wings. Housing Unit E is available for offenders preparing for re-entry back to the community. The program is located on both wings, with the east side used for inmates waiting to enter the program. Housing Unit F contains the Cognitive Intervention Program (CGIP) on the west wing and the education and HSED on the south wing. An old laundry room was converted to use for education purposes.
Housing Unit G houses the special needs and physically challenged inmates. The elderly inmates are also housed on this unit, but the increasing need for lower-bunk, lower-tier space for housing of the elderly population has created a shortage of these types of beds. Housing Unit H is used for Intake with wet cells provided on the north wing and general population on the east wing. Housing Unit H also provides for community service rooms including sewing, crochet and other comparable activities. All of the housing units are at maximum capacity. Two inmates are housed in each cell with the exception of the required seven ADA accessible cells per unit. The average cell size at RGCI is 80 sq. feet.

Building I contains segregation housing which has single bunk cells except on rare occasions when they have to double bunk some of the cells. The average cell size at RGCI is 80 sq. feet.
The current meeting and training room spaces are not adequate. Additional multi-purpose space is needed. The visiting area space is sufficient because the available visiting times are limited to 8:00am through 4:00pm on Saturday and Sunday. The chapel is located in the multi-purpose room adjacent to the visiting area. The size is adequate but the location is not desirable. The intake process works well with approximately twelve intakes per week. In addition, there are approximately fifteen court trips and fifteen hospital trips per week.

The school facility includes six classrooms and one computer lab in the north wing of Building C (core). In addition, there are four classrooms in units 1F, 1G, and 2E used for basic education. There is also a grant program for college education classes that are provided through Milwaukee Area Technical College. The programs are provided via satellite and have about 35 inmates involved in this nationwide program. There are no vocational labs other than the computer class and lab. There are 20 computers in the lab, occupied with 23-
24 inmates. Ventilation is a concern with the temperature in this room typically 2-3 degrees higher than the rest of the building.

The classrooms are generally undersized and there is little storage space. The library is also located in Building C (core) North and is open 12 hours per day, seven days per week. The library space is fully occupied when open and could be expanded. The library is staffed by one librarian.

The education staff consists of eleven teachers, one guidance counselor, one program assistant and the program manager for the 330 inmates presently participating in classes. The Education Department would like to be able to offer welding, food service, and masonry vocational classes, similar to those provided at the Lincoln Hills School (LHS). There have been complaints about the ventilation in this area. Classrooms have to be closed when the heat index reaches 90 degrees. The rooms are not air conditioned and could use more ventilation and air movement. A new education building on site has been discussed to relieve some of the crowding to meet the needs of the education, vocational and chapel programs.

The Health Services Unit (HSU) consists of two exam rooms for nurses and one exam room for the doctor. The ultra-violet light treatments occur in one of the exam rooms. An additional exam room and toilet in the HSU are recommended. Currently, there is no separate waiting area for the HSU. Waiting space is shared with education, records, chapel, and other spaces. The Unit is staffed 24 hours a day. A part-time physical therapist and a part-time optometrist from the Dodge Correctional Institution (DCI) are available as needed. The x-ray services are contracted out, and the optometrist shares space with the telemedicine equipment. The dental suite is staffed with a dentist and dental assistant 30 hours per week, and a hygienist 20 hours per week. There are currently 3 dental chairs and a waiting room.

A secure area for the ambulance to stage when at the HSU and a receiving area is recommended. Storage space is currently sufficient. It has been suggested that one cell be turned into an exam room to lessen the crowding issues. The infirmary beds are not always full but are used regularly. Two rooms are negative pressure rooms and two are typical infirmary cells. The negative pressure rooms are not monitored. The call button is not available to inmates at the infirmary cells.

The psychological services unit (PSU) has three doctoral level staff members and one non-doctoral level staff person. There is adequate space for the offices, but the group rooms and interview space are not very workable. The psychologist is available for 16 hours each week and uses a nurse’s exam room for consultations. A break room for staff has also been recommended.

The building construction at the RGCI is a precast concrete, panelized style envelope. There has been some recent deterioration in the caulking that needs replacement and the roof membranes have experienced some leaks. There are no operable windows. There are accessibility concerns on the walkways between the buildings that do not meet ADA guidelines for slope and intermediate landings. The change in housing classification at Housing Unit G has created a deficiency in accessible toilet facilities.
Facility records storage, which is located in the Core Building South, has outgrown its assigned space. The maintenance space is small and not adequate to provide services. The warehouse requires additional space for a food service cooler and freezer along with secure storage for facility records.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs of the inmates such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

Infrastructure Considerations
The water service comes in through two 10” mains from the Village of Redgranite. The system is in good condition, adequate in size, and has the ability to handle a facility expansion if necessary. The water distribution for the facility is a loop system that is also in good condition. Soft water is provided for food service, laundry, and the housing units. Storm water drainage is non existent, although there are approved Capital Budget projects that will add storm water drainage from the site. The roof drains are in adequate condition but could use the addition of a heat trace system to keep the outlet spouts from freezing during winter months.

The sanitary sewer system has one 8 inch line to the Village of Redgranite sewer district and is in adequate condition. There is excess capacity in the line and it currently serves the institution needs. However, the current grease interceptor is not adequate and the facility is looking to provide two additional grease interceptors. The Village of Redgranite is charging RGCI between $30,000-$50,000, each quarter, to handle the grease surcharge. The close proximity of the institution to the Village sewerage treatment plant does not allow for adequate settlement. The facility also does not have a screening station. All of the piping is in good condition and the plumbing fixtures are adequate and in sufficient number to serve the current inmate population.

The fire protection is adequate with full coverage of all the buildings. The water service for fire protection is delivered off of the water distribution loop system. There are fire hoses on each housing unit that should be routinely inspected and tested. The site hydrants are in good condition. A fresh water hydrant or small water well should be added to the garden area for irrigation needs.

A central boiler plant generates hot water for heating and domestic water heating requirements. Three (3) gas/oil fired boilers provide 38,000 mbh heating capacity. The hot water is circulated to each building through underground piping to heating coils in the air handling units and water/water heat exchangers for domestic hot water generation. The boilers, pumps and distribution piping are in good condition.

The air-handling units are located in mechanical penthouses at each building which provide good access for maintenance. The housing unit air handling units are constant volume, heating only. The housing units should be equipped with relief fans to resolve overheating issues during the summer months and additional exhaust for the shower areas to prevent high humidity problems. The offices in the housing units should be provided with air conditioning. The classroom area, including computer lab and library do not have adequate air conditioning.
The HVAC system controls are DDC with pneumatic operation. In general, the HVAC systems are in good condition and require a few modifications to improve ventilation and temperature control.

The electrical service is provided by Alliant Energy with two feeds and a 480V/4000amp main distribution panel. The two housing buildings have sub main panels that are 480V/800A. Electrical service and distribution are in good condition with extra capacity for future expansion. The emergency generator is 480V/1500KVA with a 2000A disconnect. The emergency generator serves critical loads. The exterior lighting, wall packs and high mast lighting provide adequate site coverage and are in good condition.

The telephone service is adequate and has capacity for expansion. The programming software for the phone system and the console that operates it are outdated. There are six trunks that enter the facility. The local telephone service is provided by CenturyTel and AT&T provides long distance service.

The public address (PA) system is accessible by phone in each building with phones spaced throughout. The food service building and inmate rooms at Housing Unit G need additional speakers and volume control. The food service area has an acoustical issue due to all of the equipment and noise which affects the PA system.

The fire alarm is an expandable system which is adequate; it is a proprietary system manufactured by GE.

Security Considerations
The secure perimeter consists of two high-security “stun-fences” with ten zones serviced by five controllers, each equipped with razor-ribbon wire and a “shock/knock-down” feature. The fences were originally installed when the facility opened in 2000. An intrusion detection system provides monitoring of any activity near the fences. There is a current Capital Project to upgrade the controllers for the stun-fence, as well as an approved project for 43 additional cameras, DVR and video upgrades; there are no plans to upgrade any existing cameras. One armed elevated officer post and two-armed patrol vehicles currently service the perimeter of the institution. The raised observation level adjacent to the vehicle sally port will be provided with a monitor and the two perimeter vehicles will continue to patrol after the video upgrade is complete.

The latest computer technology is incorporated in the Control Center, which monitors the entire institution and the perimeter, both electronically and through closed-circuit television cameras. The Control Center has an oversized air-conditioning unit which causes high humidity as a result of the short cycling of the unit. The armory is located outside of the secure perimeter and is not adequate in size. Several functional issues have been identified with the general secure locks and doors and the security surrounding the food service building. This building which was added to the institution after the construction was completed. The institution originally was intended to have food delivered from an outside source.

Food Service and Laundry
The food service operates two shifts of eight hours each and employs 44 inmates. The meals are prepared three times a day for a total of 3300 meals. There are two dining rooms in each housing unit where 72 people can eat at one time. The food carts are delivered to the housing units using truck delivery along the interior perimeter road. At Housing Units G and H, the servery windows were retro-fit to provide for “blind feeding”. A
plate ledge needs to be provided on the operator side of the servery wells. Trays, glasses and silverware are washed on the units. Generally, the housing unit servery areas are in good condition.

The food service facility is slab on grade. The floor in the kitchen cooking areas is problematic and the area by the floor trough has been replaced several times. Floor tiles break up regularly.

The receiving and loading docks are not adequate. The ramp does not meet standards for tractor-trailer deliveries; staff has initiated procedures to make loading and unloading work less dangerous.

The grocery deliveries are made to the warehouse once a week by the primary vendor. They are transferred inside the secure perimeter twice a week. There is no freezer or cooler space in the warehouse. The dairy product deliveries are made twice per week; produce is delivered on Wednesday and bread is delivered three times per week directly to the facility.

The walk-in freezers and doors have been heavily damaged, mostly from pallet jacks and food carts. Some repair work has been done to stabilize the walls. At the present time, cakes, cookies and bars are baked on site. If equipment was provided to allow bread to be baked on site the facility could save over $40,000 per year in product cost once the initial capital equipment costs and space renovation were recovered. The equipment acquisitions would include mixers, proofer, dough dividers, bread-slicers, additional oven space and dedicated cooler and freezer space. Currently, the institution uses 90 loaves of bread per meal that are provided by a vendor at a cost of 65 cents per loaf. The institution estimates that if the bread were produced on site it would cost approximately 24 cents per loaf. If the proposed increases in the capacity of the institution occur another oven would be needed. The kitchen is staffed for two shifts, eight hours per day. Any future consideration by the DOC of regional baking facilities could free up space at this location that would aid in adding capacity for primary food production.

The ventilation in the kitchen meets code but there are areas that could use improvement. For example, staff cannot put a fan near the grill since it blows out the pilot lights of the unit. The HVAC system will need to be upgraded to provide the required exhaust make up air if new equipment is added. The grease trap is located by the intake for the air-handlers, which has caused odor issues when the grease trap is pumped.

Presently, all produce waste is being bagged and taken to the trash. Consideration might be given to alternative methods for handling the waste, such as the use of a pulper or the development of a vermiculture farm, similar to the one at the OSCI. The garbage is picked up by maintenance staff twice a day and taken to the compactor, which is emptied twice a month; recyclables are picked up twice per month.

The canteen service requires approximately a fourth of the BSI building. This space is adequate; consideration should be given to air conditioning the space to keep food products fresh.

The facility has its own laundry, located in Unit C. The laundry works well with three large washers, one small washer, and four dryers. It operates a single shift that is staffed by a correctional sergeant and eight inmate workers.
Treatment, Education and Other Services
The primary treatment programs currently available include anger management, domestic violence, cognitive interventions, Self-Management and Recovery Training (SMART), Reach Youth through Education (RYTE), and Reintegration and Pre-Release Programs.

The centralized spaces originally designed for program services have been converted for use as offices and for inmate records. The programming takes place within the two classrooms in each housing unit and the maximum capacity is 14 people. These spaces are cramped and have poor ventilation. When fully staffed, the institution cannot provide enough space to accommodate all of the instructors. Managing inmate movement is a concern because the inmates are required to go to different housing units to participate in their programs. The program activities are also affected by considerable noise coming from the dayroom. This is even more problematic during the winter when the dayroom is at full occupancy.

The current inmate education programs include HSED and Adult Basic Education (ABE), both accredited programs, which enroll approximately 330 inmates. About 18 to 35 inmates are involved with the IYOP grant program for college education. The program services are provided through satellite from Milwaukee Area Technical College (MATC) and are part of a nationwide program.

There are no vocational programs currently available at the institution. There is an interest by staff to explore the possible implementation of foundry, food service, welding and masonry service programs.

Work assignments are available for approximately 50 to 60 inmates per unit. The total inmate population on work assignments is between 250 and 275. These assignments include 44 inmates in food service, 8 inmates in laundry, 12 inmates in maintenance, 16 inmates in custodial services and 42 inmates working for the Badger State Industries in their computer recycling and wheelchair recycling programs.

The recreation gym is located across from the education area in Building C North. A small, separate universal weight room has very poor ventilation; the air from the weight room and the wood shop returns back into the office spaces. This room can only accommodate 25 to 30 inmates and is always full.

The outdoor recreation yards should be expanded to include an additional softball field and an expansion of the weight lifting area. Ground erosion has been a problem on all of the outside fields; this often results in the outdoor basketball courts getting washed out.

Operational Considerations
The proposed expansion of this facility would provide additional job opportunities within the community and would not displace any current staff positions. The facility would continue to operate under the unit management supervision concept that is presently in place. The major expansion of the housing buildings, multi-purpose building, segregation unit, and infrastructure extensions would be completed with minimal disruption to the current operations.
Existing Problems and Constraints
The existing facility was originally designed as a 500 cell, 750 inmate facility. The potential exists to add two housing buildings that would yield a total capacity of 1,500 inmates. When the correctional system required additional beds to handle the current population in the system, the RGCI double celled the housing units and increased its capacity to over 990 general population inmates. This population increase has maximized the capacity of the support spaces and the infrastructure of the facility.

Expansion Capacity
The proposed expansion would result in the addition of two, 250 cells, 475 bed, unit management housing buildings that would provide an additional 950 general population beds. Each building would be a duplicate of the existing housing building that includes the two housing units with ancillary rooms for programming, education and other functions.

The land needed for this expansion to occur is currently owned by the State of Wisconsin. The current operation of the facility is accepted by the surrounding community. The infrastructure and building of the necessary support spaces would require expansion in order to meet the needs of the increased population.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Additional camera equipment is needed.
- Additional door locks are needed.
- Add two, 250-cell, 475-bed General Population Housing buildings including extending and upgrading existing utilities.
- Add a 30,000 GSF multi-purpose building for support spaces including recreation, education, vocational, chapel, arts and crafts, community services, and music; extend the existing utilities.
- Expand by 6,000 GSF for new receiving dock, bakery operation and renovate the Food Service building for expanded food production into the current bakery; add two grease traps on the sanitary sewer line; extend and upgrade utilities.
- Add a 46 cell Segregation Housing unit; extend existing utilities.
- Expand by adding 1,000 GSF to the Warehouse building to provide new cooler and freezer space for food storage.
- Renovate the multi-purpose room and weight room for program and educational functions.
- Expand the Health Services Unit.
- Upgrade the site storm drainage.
- Expand and extend the infrastructure, perimeter fence and roads, walkways, interior service roads and athletic fields to support the proposed building expansion.
- Upgrade the maintenance shop, computer lab and mail room ventilation.
- Add a 2,500 GSF armory and range building including space for firearms and equipment storage, training areas, ERU equipment storage and the ready deployment of firearms and equipment, located outside of the secure perimeter. The range would be used for staff weapons requalification.
- Add parking and driveway access for staff.
- Projects for repair and maintenance as required.
- Utilities repair and renovation as required.

The major capital projects being recommended below for the RGCI will address these needs as necessary.

**Recommended Major Capital Projects and Estimate of Probable Cost**

<table>
<thead>
<tr>
<th>Red Granite Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tbody>
<tr>
<td>Construct 90,000 GSF, 250-cell/475-bed General Population Housing Building. Construct 12,000 GSF, 50-cell Segregation Housing. Construct 30,000 GSF Multi-Purpose Building for added support space. Construct 6,000 GSF expansion of Food Service building and renovation of bakery operation for additional food production. Construct 2,500 GSF expansion of the Warehouse building for cooler/freezer food storage. Construct 2,500 GSF expansion of the Warehouse building for cooler/freezer food storage. Renovate 7,000 GSF of core in Building C for expansion of program, education, and health services areas. Construct perimeter fence and roads, walkways, interior service roads, athletic fields, and upgraded infrastructure.</td>
<td>$ 52.5m</td>
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<td>Construct 90,000 GSF, 250-cell/475 bed General Population Housing Building.</td>
<td>$ 35.8m</td>
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<tr>
<td>Construct an armory/range building and parking</td>
<td>$ 1.6m</td>
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**TOTAL:** $52.5m $ 35.8m $ 1.6m

**Summary**

Although the RGCI is a newer facility, the current overcrowding has put additional stress on the facility resources and infrastructure to the point that major improvements are necessary. Adequate space for inmate programs is not available; the food services and support areas are lacking in space and equipment.
Given the urgent need to immediately provide additional medium security beds, it is recommended that the RGCI be a priority for expansion consistent with the original institution master plan for this location. The original expansion plan was intended to eventually serve a population of 1,500 inmates. The proposed expansion and the current approved occupancy at the RGCI would provide capacity for 1,900 inmates.

The expansion of beds would also include capital expenditures to expand utilities infrastructure, core support areas including food service, education, programming, health services, and vocational programs to reduce inmate idleness. Refer to the proposed site plan contained in this chapter for the proposed institution expansion layout.

The proposed expansion would also upgrade current items that need to be address. The building ventilation requires renovation and improvement to provide adequate air flow in various areas including the mail room, weight room, maintenance shop, and computer lab. The repair and replacement of the twenty year old security doors and locking systems should be completed. The storm water runoff problem should also be addressed and resolved.

The selection of this institution is consistent with the recommendation of the 1990 Correctional System Development Plan that identified the facility for future expansion. The operation of the facility is well-accepted by the surrounding community and the location supports the recruitment and retention of staff needed to serve the increased inmate population. When the expansion is complete by the end of fiscal year 2013, the facility would only require ongoing minimal projects to address routine repair and maintenance activities that result from the ongoing use of the facility.
Stanley Correctional Institution (SCI)

The Stanley Correctional Institution was originally constructed beginning in late 1998 and was the first prison to be built in Wisconsin by a private corporation, the Dominion Venture Group, from Oklahoma. It was designed to operate as a 750 bed adult male medium security institution. In early 2000, the State of Wisconsin agreed to lease the prison from this Group. In 2001 the institution was purchased by the State. Following the completion of additional construction related work on the site, the SCI began receiving its first inmates in September 2002. The institution is located south of the City of Stanley in Chippewa County and is situated on 100 acres of land of which 45 acres are within the secure perimeter.

The authorized staffing pattern for the SCI includes approximately 391 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operating cost for the institution was $35,509,405, representing an annual per capita cost of $23,223 and a daily per capita cost of $63 for each male offender served there.

As of May 9, 2008 the designated capacity for the SCI was 1,500. On that same day a population of 1,532 was assigned to the facility.

Overview

The Stanley Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions entrusted with the custody and supervision of the State’s male offenders.

The mission of the SCI is to provide medium security offenders placed in its charge with opportunities for rehabilitation and development that will encourage positive choices in life and will enhance their potential for returning to society as productive members. This will be done while maintaining a secure and safe environment for the public, the staff who work there, and the offenders.

General Issues

The overall layout of the physical plant is quite challenging and has created a number of staffing and security challenges. There is a growing concern that almost half of the population is regularly in an idle status, which can impact the inmate behavior and become a management concerns. An appropriate level of staffing has been an ongoing concern and is being addressed as resources allow.

The inmate housing at the SCI consists of five buildings. Each has three wings with two levels of cells, and each wing is occupied by 97 inmates. All cells are wet cells and are double barked. Showers are provided on both levels. Some ADA shower units are located on the mezzanine level but they are not accessible. There are no group room spaces for programming. Also, the servery opens into the vestibule which does not provide for adequate sight lines.

The Health Service Unit (HSU) was originally built to include an infirmary. The infirmary space was subsequently converted into four exam rooms. Two exam rooms are used by the nurses, one is used by the nurse practitioner, and the fourth is used by the psychology and optical staff. The physician works in the exam rooms and lab activities also take place there. The inmate waiting area is regularly very crowded.
The medical supplies are kept in a negative-pressure infirmary cell. The two negative pressure cells are not ADA compliant. In the event that two inmates would require this specialized cell space, staff would have to relocate the supplies to another location. It is common for an inmate to be housed in the infirmary three to five times a week. Staff overtime is required when an inmate needs to be housed there for medical reasons.

The HSU operates 24 hours a day and employs 9.75 registered nurses, three licensed practical nurses, a medical program assistant, two dentists, five hygienists, and two pharmacists. The hygienists also cover the Chippewa Valley Correctional Treatment Facility. The dental area is not adequate. The space is small with five staff members sharing one office. There is no security or camera coverage in the area. The staff panic/emergency alarms are not adequate.

The pharmacy space is too small and a project is being developed to expand the size of the pharmacy. The distribution of medications is not centralized with the exception of the narcotics. The controlled medications are dispensed by an officer in the housing units. The staff distribute 3,500 to 4,500 medications per month of which a third are controlled medications. The HVAC upgrades to the pharmacy space have been completed.

The steel Maintenance and Storage Building (Building J) is divided into two areas: one-third is used for the maintenance/storage for the facility and two-thirds is used for production and storage needed by the Badger State Industries. The BSI shop is a signage production operation. The institution constructed a mezzanine for additional storage for maintenance and to serve as a barrier between the SCI and BSI operations. Overall, the current space is adequate. The Vehicle Maintenance Building (Building V) also has sufficient space for the needs of the institution.

The intake and reception functions are located in Building F, which recently received a HVAC upgrade. The holding cells in this building are not in compliance with the ADA and the available space to conduct inmate strip searches is not adequate. The space for the mail room and property room is also inadequate. The administration area in Building A has spatial limitations. There are no conference rooms to hold meetings and other large gatherings. The individual office spaces are small and open. They do not afford the staff privacy if confidential matters need to be handled. The air quality and possible mold in Building A are issues that should be addressed. Also, there are no visitor changing areas within the lobby. Once the visitors pass through the metal detector they have no place to change on the secure side of the detector which creates a potential security concern.

The visiting area is not sufficient enough to effectively handle tele-visiting, attorney visits and space for equipment. The security staff supervise all entry to and exist from the visiting space. There is a concern that the tele-visiting equipment has not functioned on a consistent basis, making it difficult for the courts to utilize it. The security office suite space is adequate. The Central Control, however, is not a secure space. The institution has identified this as a high priority from an operational perspective; the area needs to be armed and secure. The window bars were fashioned by institutional staff but are not considered adequate enough.

The security controls system is six years old and is beyond the original warranty. The controls are a proprietary system, which the staff has modified as necessary over the years. The contractor's technician is located out of state. If the controls malfunction at the Central Control, the system should temporarily transfer control to the
upper level of the K tower. If the controls are operating out of K tower however, the staff cannot transfer operations back to the Central Control. The existing computers are also six years old. The cost to replace them is estimated to be $6000 each. There is an agency request to replace the entire system, not just the computers, given the fact that the infrastructure of the entire system is a significant operating concern for the institution. In the event that fifty inmates were to request to be released from their cells at the same time, it could crash the electronic systems at the Central Control. The interface between the operating systems is inadequate. The monitoring system wiring is hard wired with fiber optics out to the devices. The staff has no way to locate or trace the fiber optic lines. They typically are discovered accidentally when digging for other utilities. Direct buried wire is used for the perimeter lighting.

Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific needs of the inmates such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.

Infrastructure Considerations
The City of Stanley provides water service to the SCI, with an eight inch service to a loop distribution system. The system to the facility is in good condition but has experienced water main breaks inside that are a concern. The facility has had at least one major leak which involved a six inch elbow where thrust blocks were not installed. Individual water and fire/sprinkler mains are provided for each building. A fire/sprinkler protection system is provided in all buildings and is in good condition.

The sanitary sewer has a ten inch service leaving the facility with everything flowing from north to south, through the parking lot to the city sewer district. The condition of the entire system is adequate with the exception of the number of solids entering the city system. Upgraded bar screens and/or grinders are needed since the institution is being charged a significant surcharge for unacceptable levels of solids. There is a 15,000 gal exterior grease trap that serves the kitchen. The sanitary system also has some grease issues, and a current project is expected to correct these problems.

The buildings use downspouts to discharge rainwater from roofs to grade. The storm water is surface drained to low spots in the yard and collected in manholes. The manholes are connected to an 18" diameter storm main which discharges storm water off site. There are some drainage problems on the west side of the recreation yard where water collects. There are also concerns regarding the location of the manholes. The facility plans identify two manhole locations on the main line which were covered. One manhole was found under the basketball court, but the staff has been unable to locate the second one.

WE Energies provides the gas service using a four inch natural gas supply to the power plant with LP gas backup. The on-site power plant is located in Building P. The steel building has four gas-fired boilers that provide 42,000 MBH heating capacity for the hot water heating systems and domestic hot water generation. The underground piping is direct buried and extended to individual buildings.
The heating and cooling systems do not provide satisfactory temperature control due to many factors including poorly constructed building envelopes with minimal or no insulation, undersized and poorly installed equipment, large single zone control and 2-position hot water control valves.

The HVAC systems that serve the five housing wings include single zone air handling units with hot water coils for heating and air/air heat exchangers. The exterior walls are poorly insulated and there is no perimeter insulation in the footings. The end cells are cold in the winter. Three in-line smoke purge fans are used to provide summer ventilation. The shower room exhaust systems are undersized. The security bubbles and electrical rooms are air conditioned.

The HVAC systems for the support and administration buildings include single zone air handling units with hot water coils for heating. Direct expansion cooling coils with outdoor condensing units provide cooling for the school, HSU, visiting/control, and administration.

The HVAC system controls are Trane Summit DDC. The DDC system is in good working order but due to single zone room thermostats covering multiple rooms, with differing heating/cooling requirements, complaints of poor temperature control are common. Also, the 2-position control valves on all of the heating coils results in wide supply air temperature swings.

XCEL Energies provides the electrical service through NSP. There are two separate power feeds on separate grids. There is a main electrical service panel with 480V and six separate sub feeders at 400A-1200A. Emergency power is provided by six generators on site providing partial back-up to the facility. Building B, Buildings G-1 and G-2, Building J, and Building V do not have emergency power. Buildings that are on emergency power, including administration, HSU, segregation, and housing units are provided with 100 percent back-up.

CenturyTel provides the telephone service using approximately 8 incoming lines; the IT service is provided by the DOC Central Office in Madison. The fire alarm is an Edwards System Technology system that requires a software upgrade. A current infrastructure project includes some modifications to the system. The current overall public address system is ineffective and does not include the housing units. Staff report difficulty in being able to hear the messages a fair amount of the time. A solution for this issue should be included in the overall security electronics upgrade.

Security Considerations
Generally, the security systems and devices are not adequate and in poor condition; replacement is a high priority need. The perimeter fence and electronics system are in poor condition. There is a system wide project for a “Stun-Fence” system, with the SCI at the top of the priority list. The current electronic security system is a proprietary system and the only service technician is located in Oklahoma. The exterior controlled doors do not function during the winter months. They are pneumatically controlled and the air lines freeze during colder temperatures.

There are a total of 74 cameras facility-wide. There are no cameras within the housing areas except at the secure vestibule. This should be upgraded with the other security system improvements. There are 17
cameras on the perimeter fence, all facing inward. On sunny days, the exterior cameras have zero visibility. Half of those cameras are fixed which creates blind spots, specifically the cameras located at Building J and at the southwest corner of the facility.

The visual site lines in the housing units are problematic. The site lighting is high mast and adequate although not all buildings have individual exterior lights. There have been some complaints from the community regarding the lighting.

Food Service and Laundry
The food service facility currently prepares over 4000 meals each day and is located in Building K. The staffing includes 10 full time and one limited term food leaders, one food service manager, and one food service administrator. The kitchen operates 22 hours a day and employs 64 inmate workers. The staff is shared with the Chippewa Valley Correctional Treatment Facility (CVCTF).

The operation of this food service facility has been challenged from its initial day of operation. The facility is a slab on grade building with a floor that has been partially replaced at least twice. It appears that the floor tiles were installed over the top of a subfloor of varying thickness. At times it looked as though water was actually coming up through the concrete subfloor.

The available space is extremely limited for the population it serves. The kitchen is approximately the same size as the one at the Red Granite Correctional Institution but it serves an additional 1500 meals per day. The ventilation has been a concern and the addition of a hood over the kettles will hopefully correct the problem. The K building, including the food service area is on emergency power back-up. The equipment is generally in good condition. The dish area appears to be efficiently operating up to twelve hours per day. The bakery operates on the third shift and supplies baked goods for both the SCI and the CVCTF. All meals are prepared in the main kitchen and transported in bulk to the housing units. Once there, meals are placed on trays for the inmates. Each housing unit has seating for 96 inmates. The meals are served in shifts. The metal food carts are pushed from the kitchen to the housing units and it is not uncommon for the carts to tip over, particularly during the winter months. In addition, maintaining food temperatures is a challenge. Consideration should be given to implementing a delivery system similar to that of OSCI. Maintaining proper temperatures of hot and cold food is imperative. There is no equipment to reheat food in the general housing and segregation units. The special needs diets are placed on trays before they are sent out to the housing units with the bulk food. This process could be made more efficient. The food service staff escorts inmates who deliver trays to housing units and the segregation unit. This is done on both delivery and recovery of the carts.

The food service area is supervised by two correctional officers, one at the door and one at the back. There are multiple exit points from the building that create a security concern. There is only one camera in the kitchen which has poor sight lines, and there are no cameras at the loading dock. Also, there are no panic devices for staff in the food service areas. In an emergency situation, there is a one week supply of food inside the perimeter of the institution.

The receiving area is small and doubles as a storage area. General receiving occurs with the groceries being delivered to the SCI warehouse via multiple trucks once a week; the dairy products are delivered twice a week;
and the produce is delivered once a week to the main kitchen inside the gate. The grocery deliveries are then to Stanley and Chippewa Valley two to three days per week using an institution truck. The can good deliveries arrive from the Waupun Central Warehouse twice per month.

The warehouse outside the gate is affected by excessive moisture, condensation and mold which appear to be directly related to the large cooler and freezer storage units. This should be reviewed further. The conditions result in condensation and mold in the armory as well. One possible short term solution would be to consider the use of a commercial dehumidification system. The smaller household unit is not sufficient for this purpose. There is clearly a transfer of cold air to the armory that is most prominent at the floor and foundation. There may also be compromised seams or penetrations that are allowing the transfer. Seams may be compromised for any number of reasons including an inadequate number of pressure relief vents in the freezer, improperly locked panels or failure to adequately silicone/seal penetrations for power, drain and refrigeration lines. During the site visit a notation was made of the areas on the exterior foundation, at the armory end, which indicate that the thermal break between the two areas may be incomplete, misplaced or otherwise failing. While transfer through the panels is not necessarily contributing to the conditions, it is recommended that 5” thick panels be used for large freezer applications. The energy savings will offset the cost. It was also noted that the general floor condition of the warehouse was seriously deteriorated in several areas; some areas were identified as being only 2” thick. At the time of the visit there were ‘sink holes’ in both the freezer and dry storage areas. This requires further investigation and repair particularly since heavy equipment such as hand and motorized trucks move across this floor. Furthermore, pallet-racking for storage may become unstable if the situation is not addressed.

One ice machine is provided at the food service facility with an additional one at the warehouse that is used to provide back-up. Each of the housing units has an ice and water machine.

There is one 15,000 gallon grease trap for food services. The grease service picks up on a “will call” basis. There is a compactor inside the fence, and most of the trash is picked up twice a week. Steel and cardboard is collected inside the fence and also picked up on a “will call” Basis. The food waste is removed as trash. There are no disposers. This facility may also benefit from a composting or vermiculture farm program.

The Badger State Industries handles the facility laundry service off-site, at the Northern Wisconsin Center (NWC). The laundry is transported to and from the facility by the BSI staff. It is stored for pickup in Building K and also delivered to Building K for sorting and distribution. There are laundry machines in very good condition that could be put to use elsewhere which would allow the institution to capture the unused laundry space for kitchen use.

**Treatment, Education and Other Services**

The primary treatment programs offered at the SCI include anger management, domestic violence and cognitive interventions. In addition, the Re-Entry Program and other personal enrichment offerings are available including Alcoholic Anonymous, Narcotics Anonymous and Veteran Services.

The education programs at the SCI include Adult Basic Education (ABE), High School Equivalency Diploma (HSED) and HSED testing. The SCI offers a vocational program that is certified through Chippewa Valley
Technical College in Custodial Services. There are seven classrooms located in the School Building (Building B) in addition to the inmate hobby space; the number of classrooms is not sufficient, but the size of each room is adequate for the 10-12 inmate class sizes. The school building is staffed with one sergeant and two officers with radios. There are no panic alarms or cameras in classrooms. The building also houses the chapel space, library, Psychological Services Unit (PSU), program and guidance counselor offices; the staff break room, inmate records storage and the inmate complaint investigator office. The building has very poor site lighting, the space for inmate records is too small, the offices do not offer any privacy, and the building is remotely located making it difficult for attorney visits and use.

There are currently 380 inmates in the education and vocational programs. There are also currently 580 work assignments available in maintenance, BSI, canteen, food service, housing custodial work, laundry distribution, HSU, gymnasiums, and visiting.

Operational Considerations and Issues
The SCI was constructed by a private entity that was not bonded by the current State of Wisconsin construction practices. This has resulted in the need for extensive remodeling, renovation, and updating of the majority of the facility. Much of this work has yet to be completed.

There is significant operational concern that more than fifty percent of the population is regularly in an idle status due to the lack of programming, educational, and recreational opportunities at this institution.

Existing Problems and Constraints
The housing units are precast concrete construction including the cells and the roof structure. Buildings A, B, F, K and M are CMU construction with metal joist roof structure. All other buildings are pre-engineered metal buildings, some of which were not designed for this northern climate. Modifications were required to remedy the lack of insulation and thermal breaks that were not provided.

The security observation post is split into two levels, both of which provide good visibility. The upper level, however, has no security barriers or visibility of the controlled gates below. The institution has identified the need to modify this post so that it can provide armed coverage as a priority. The precast concrete wall panels of the observation post are experiencing cracking and the exterior door and gate locks that are pneumatically controlled are freezing on a regular basis. Adding dryers have not helped to resolve the issue. The parking lot area has deteriorated from the formation of cracks, water run-off, erosion, and voids in the base course beneath the bituminous paving. Also, the slope of the sidewalks is not adequate for barrier-free accessibility or to move food carts to the housing units.

The construction issues with the housing units include windows that have busted out due to shifting, cracks and crumbling in the concrete, end cells that have two exterior walls with minimal insulation and are twice as cold as other cells, ice forming on the interior side of outside walls during the winter and leaking roofs. The replacement of the cell windows and security bars that are failing are a high priority. The exterior windows are not operable; the sealant joints have failed and been repaired, but air infiltration remains a problem.
There are HVAC issues occurring in all of the units. The heating and air conditioning is a force air system and the temperatures cannot be regulated. The roofs of the housing units have numerous leaks. There is foam insulation under the roof membranes and only three years remaining on the 10 year roof membrane warranty. In order to service the mechanical equipment, the institution created roof hatches to the inaccessible space above the ceiling structure. The floors experience moisture collecting in various locations which is caused by condensation; numerous slips and falls have been reported.

The Segregation Housing (Building D) is a precast wall panel constructed building. The roofing system is the same as the housing units and has the same issues. The upper officer station in this building is staffed. The building needs to be made ADA compliant, with five percent of the cells being accessible. This will require that a number of cells be combined to make them accessible.

The observation cells offer limited observation and staff supervision. The front panels have restricted visibility because the door in the front wall has a narrow light. The various HVAC and electrical issues will be addressed as part of the current improvement project. The floor drains cause issues that the maintenance staff must deal with regularly.

The metal recreation building (Building G) has water issues from the ceiling which occur about 10-20 times a year that may not be caused by leaks in the roof. These leaks are more likely the result of condensation from above since there is no thermal break to the outside surface. The building has a steel deck with insulation and a vapor barrier draped between the purlins which collect condensation when the air is saturated. The amount of space available for use by the inmates is not sufficient for the number of inmates in the general population. The gymnasium is available to a single housing unit of 100 inmates at a time with one staff supervisor. There is minimal storage in the building, and the lighting provides minimal or below light levels. There are also no shower facilities in the building. The inmates are required to return to their housing units to shower.

The storage space provided by the Warehouse (Building W) is inadequate. The institution is required to use five temporary storage containers that are located outside the building for overflow storage. The floor slab has areas that are only two inches thick, which is a concern not only in the dry storage areas, but in the cooler/freezer area as well. There is a large sink hole located in the dry storage and freezer areas. Repairs to the crumbling floors are important since forklifts are driven on the floor constantly and substantial pallet racking occurs.

The warehouse should have been double its current size. The overall space in the metal building is insufficient including the cooler/freezer area. The armory is located in the building adjacent to the cooler/freezer unit. The armory was originally part of Building M. The construction of the thermal barrier in the building is problematic and has caused mold issues with the armory equipment. There is a dehumidifier running 24 hours a day, seven days a week to help alleviate the issue. The size of the armory is also not adequate; a separate building for the armory with a staff training area would be preferable. There are also no toilet facilities located within the armory.

The exterior concrete pads at the Building A exit doors heave during the winter. The roof of the building also leaks. There are three thermostats for the entire building which has created large zones and uneven heating. The area of all key rooms is not sufficient.
Expansion Capacity
The SCI was designed to house 750 inmates and currently is operating with a designated capacity of 1500 inmates. Any long term continuation of this level of occupancy places considerable operational limitations on all of the building systems. There is also no capability to increase the housing capacity at this site either inside or outside of the existing perimeter.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Infrastructure improvement projects are needed.
- Remodel the education and program building.
- Inner perimeter road started in Spring of 2008.
- Security and electronics upgrade and replacement – including camera upgrade.
- Elevated observation post with modifications to become armed.
- Control Center modifications to become armed.
- Cell window and security bar replacement.
- Armory and training building.
- HVAC repairs.
- Access sidewalks for inner courtyard.
- Roof modifications are needed.

Recommended Major Capital Projects and Estimate of Probable Cost

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<th>FY09-11</th>
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<th>FY13-15</th>
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Summary
The ability of the SCI to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the Consultant that the department assist the SCI in addressing its current shortcomings and correct the construction flaws, building systems, and security systems wherever possible to improve the operation of the facility and sustain its continued use. A plan to develop additional program space within the boundaries of the current site to relieve the inmate idleness should also be considered. No additional expansion to increase the housing capacity is being recommended.
Waupun Correctional Institution (WCI)

The history of the Waupun Correctional Institution began when an Act signed by Governor Dewey on March 14, 1851 appointed a three-member Prison Commission tasked with selecting a site for the State Penitentiary. In July 1851, the city of Waupun was chosen due to its proximity to the proposed Rock River Valley Railroad and the abundance of good quality building limestone that was available in the area. The construction of a temporary prison began later that month. The original permanent building was constructed in 1854 and has been remodeled and remains in use today as the South Cell Hall. The original cell hall had 288 cells and was built using convict labor at a cost of $325 a cell.

The main administration building was built in 1855 and additional cell halls were added in 1854, 1906 and 1913. All of those original buildings currently remain in use. The large ornate stone and iron wall that surrounds the institution was constructed in 1858 and is part of the institution grounds today. The Wisconsin State Prison at Waupun also housed the state’s female prisoners until they were permanently moved to the Women's Prison at Taycheedah in 1933. There have been continual improvements to the aging buildings and infrastructure throughout the 154 year operation of the institution which have assisted the WCI in meeting the operational needs of a modern prison. On January 22, 1992, the Wisconsin State Prison Historic District was entered on both the State Register of Historic Places and the National Register of Historic Places. In 1998, a new Health and Segregation Complex opened replacing buildings that dated back to the 1940's. The Waupun Correctional Institution is located in the city of Waupun, in Dodge County. The city of Waupun has grown around the institution and local residences and businesses completely surround it.

The authorized staffing pattern for the WCI includes approximately 451 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the institution was $39,129,256, representing an annual per capita cost of $31,632 and a daily per capita cost of $86 for each male offender housed there.

As of May 9, 2008 the designated capacity for the WCI was 882. On that same day a population of 1,239 men was assigned to the facility.

Overview

The Waupun Correctional Institution is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the Waupun Correctional Institution is to provide for the public, the staff, and inmates incarcerated within the WCI a safe and secure institution and for inmates, a constructive environment which encourages positive growth and enables them to re-enter and cope with an ever-changing society, thereby enhancing their probability of success.

General Issues

The North cell hall is currently being used to house the overflow of segregation inmates and as a transitional unit for inmates returning from the Wisconsin Secure Program Facility in Boscobel and the Wisconsin Resource Center. The remaining cell halls are used for general population maximum security inmates. The lack of accessibility in a the majority of buildings, in compliance with the ADA, raises concerns about the long term use...
of this facility.

The WCI Chapel offers various religious programs and services in an effort to meet the spiritual needs of the entire inmate population. There are over two hundred religious volunteers who lead various worship services, study groups, and special activities/events. The volunteer program areas are located in the lower level of the Chapel. They are not adequate or easily supervised by security staff and the building is not barrier free.

The Health Service Unit currently operates daily 5:30a.m.-10:00p.m. During the time when medical staff is not available on-site, a registered nurse and physician are “on-call” to the institution. The inmates have access to full dental and hygienist services, psychiatric services, pharmacy services, optical services, orthopedic services, occupational and physical therapy services, X-ray, EKG and lab services, as well as minor surgical procedures.

The Psychological Services Unit (PSU) reviews the psychological file of each inmate arriving at WCI in order to identify inmates with mental health issues for monitoring. The PSU provides crisis intervention, clinical consultation, psychological evaluations, inmate evaluations for the Wisconsin Secure Program Facility-Boscobel referrals, screening and referrals to the Wisconsin Resource Center (WRC), and screening and referrals to special mental health units at other institutions (SMU-CCI, TTC-OSCI, and MICA-OSCI), it also provides management of inmates with special mental health needs that remain at WCI, group therapy for sex offenders, clinical monitoring, Extended Clinical Monitoring Group, and limited individual psychotherapy.

The Social Services Department offers group counseling, crisis intervention, release planning, and case planning/counseling to assist inmates in their transition through the corrections system, and the establishment and maintenance of inmate visiting lists. The department also provides coordination and facilitation of monthly Parole Commission hearings, case evaluation and planning for the Program Review Committee, coordination of attorney telephone calls/visits, Due Process Advocacy and assistance for a wide range of emergency and crisis situations.

The Health and Segregation Complex provides a safe and secure environment to the segregated offenders in the WCI Segregation unit. The segregation capacity was doubled with the addition of the new building; the unit is typically full. There are 180 segregation cells plus the use of the North cell hall when required. The institution is experimenting with a new coping skills program for the segregation inmates which requires the creation of four holding areas within the conference room. This provides space for a social worker to meet with four inmates at a time for counseling/programming. The segregation building is ADA accessible by elevator access to the split floors on which the cells are located.

The electrical service to the cell halls is insufficient and cell hall plumbing upgrades are critical, including the need for new piping fixtures. There is a project currently in place to address the north side of the institution. The cell halls cannot be vacated and will continue to operate during the project, which will be completed in small sections to maintain the cell hall operation. Bath houses are available for each side. The inmates have use of the bath houses five nights per week and following recreation on the weekends. There are 44 stalls that appear to be sufficient.
The door controls and cell fronts are in good operational condition. They were upgraded between 1998 and 2000. Staff is now able to open doors electronically (cascade), but the system is currently running on Windows 3.1 in all 4 cell halls; the software needs to be upgraded. All cells, as well as the open areas of the cell halls, are covered by fire sprinklers. There are fire walls that divide the cell halls and smoke exhaust fans are in place. Each cell hall had a rear escape stair added to provide a second exit off each tier. The windows were replaced in 1994 with motorized operators; they are in good condition.

Most of the cell hall roof issues have been addressed. However, the Northwest cell hall and Southwest cell hall may need repairs or replacement and should be investigated in the future. The HVAC systems and exhaust fans are working well. There are center fans that are used to provide summer ventilation. All new electronically monitored AHU’s were recently mounted in the attics of each cell hall through a Johnson Controls Energy Program. These units also provide heat during the winter. The air quality is generally considered to be good and the temperature is consistent. The North cell hall has poorer lighting due to obstructions of the ductwork and glass cell fronts. The other three cell halls have open cell fronts which provide for better natural light distribution in the cell halls.

The institution library provides inmates with leisure-time and educational opportunities. The collection consists of approximately 12,400 volumes, including fiction, nonfiction and reference materials. There are also small collections of large print and Spanish language books. The library subscribes to 20 national, state and local newspapers, and 75 magazines on a wide range of general and special interest topics.

The canteen operates with specially designed carts that enable the canteen staff to arrange heat-sealed-bags that are used to fill the inmate orders by housing cell rotation. The maintenance shops and supplies are housed in the basement of building 13. These areas are very limited in size and present certain security concerns regarding access to tools and equipment by inmates. The ability to expand these shops and provide a more secure setting should be a long term goal.

Recycling by inmates is limited to cans, plastic, and cardboard, with the use of a bailer machine, from the cell halls. The tin cans are crushed and recycled within the food service building. The garbage from the food service area goes directly on a truck five times a week to an external collection point; there is no compactor or pulper on site.

The State recently purchased five houses, removed them, and created a staff and visitor parking lot near the southwest corner of the institution. Additional homes in the area are currently for sale and offer a possible solution to the ongoing parking shortage. A recent study suggested that 250 additional spots would be adequate, including the 135 parking spaces that were added five years ago.

**Inmate Population and Projections**
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs and services designed to address specific offender needs such as education, vocational training, specialized treatment programs and work opportunities are expected to continue.
Approximately forty-five percent of the WCI offender population has long-term or life sentences and many of them are likely to spend the remainder of their lives in prison. In addition, a majority of the men housed at WCI are serving time for violent crimes.

**Infrastructure Considerations**

Two water wells and a single water tower at the Central Generating Plant (CGP) provide combination domestic and fire service water mains to the Waupun and Dodge Correctional Institutions and the John C. Burke Correctional Center. A secondary water supply is provided by the City of Waupun, although the water service could be ‘cut-off’ due to lack of use. That would require the addition of a second tower or re-use of an existing 400,000 underground reservoir to provide storage capacity for a fire event. A 12" water main extends from the tower to the southwest end of the facility and is looped to provide fire and water service to individual buildings and hydrants. Most of the water main was replaced in 1994. Wet pipe sprinkler systems serve cell halls, visitors, SSD, HSC (SEG), school building, services, EMC, and structured rec. Sprinklers should be installed in industries, buildings and food service.

The storm sewer system exits the facility through two 30" mains at the north end of the institution. Repair of the storm system is required in many areas. The sanitary sewer system is in good condition. The screening station was rebuilt in 2007 and 75% of the sanitary infrastructure was replaced in 2004. Gas lines are extended to the food service and metal furniture shop.

The Central Generating Plant was constructed in 1952. The plant has three coal fired, steam boilers each generating 30,000 lbs/hr and one gas/oil fired, steam boiler generating 50,000 lbs/hr. The steam is generated at 425 psi pressure and 600 deg F superheat and distributed to two 1000 KW non-condensing steam turbines. Low pressure steam from the turbines (10 psi) and high pressure steam (125) psi is distributed to the Waupun and Dodge Correctional Institutions, the John C. Burke Correctional Center, the Waupun Dairy and the state garage and warehouse. The maximum load on the power plant is 60,000 lbs/hr compared to 140,000 lb/hr total plant capacity. The average coal consumption is 20 tons/day in the summer and 40 tons/day during the winter. The CGP including boilers, steam supply, condensate, insulation, and boiler controls are in good condition although a life cycle cost of the existing central plant versus decentralized plants should be completed to determine the best long term solutions.

The City of Waupun utilities provide the electrical service for the facility. The institution has two emergency and two regular power services at 4160/480/208V supply voltages. The main power feeders from the CGP to each building were replaced in 2000. The secondary feeders (4) 4160V/200A, need upgrading and panels and wiring should be replaced in Segregation, the HSU, and the visiting area. The two steam turbine generators in the CGP provide 4% summer and 15% winter electrical power needs for the institution. Two diesel generators, 1500/ 750 KVA provide additional emergency power for critical loads. More generators will be required if 100% back-up is required. The exterior high mast lighting systems were rebuilt in 2000, are in good condition; there are few complaints from the neighbors.

In the cell halls, the HVAC systems include perimeter steam heat, operable windows, and single zone, constant volume air handling units. The controls are pneumatic. Smoke purge exhaust fans are used for summer ventilation. The central exhaust systems with makeup air/steam coils were installed in 1994. The HVAC system
is simple, easily maintained, and provides reasonable comfort. Cell halls are fully sprinklered and have a fire alarm system, including smoke detectors and a smoke purge system. Locks and fronts were upgraded in 1998. The electrical infrastructure including panels, wiring, and outlets should be upgraded to meet increased power requirements in cells. Steam/water heat exchangers provide domestic hot water for north and south bath houses and four cell wings. Plumbing fixtures and piping should be replaced in the northwest cells.

A single, 200 ton adsorption chiller was installed in 1997 to provide air conditioning for administration, hospital, central core and bubble, segregation, and the third floor visiting area. Steam/water heat exchangers serve perimeter radiation, AHU coils and VAV boxes. The controls are DDC with pneumatic operation.

In the food service area, the HVAC system includes constant volume air handling units with steam coils and hot water booster coils for reheat. A rooftop AC unit provides air conditioning for dry goods. A steam / water heat exchanger and compressor heat recovery is used to generate domestic hot water. The refrigeration cooling and freezer use an evaporated cooler. The exhaust systems are inefficient; pneumatic controls and air handling units should be upgraded.

In the Chapel, the HVAC system includes steam convectors and single zone air handling units with steam coils. The air handling units and pneumatic controls should be replaced.

The HVAC system in the visiting area includes constant volume air handling units with steam coils serving hot water booster coils. Chilled water cooling coils will be added to the AHU’s in 2008. Direct expansion cooling is provided for the security bubble. Steam/ HW (P-K) heaters provide domestic hot water.

The Social Services building is scheduled to be abandoned. The HVAC system includes window AC units, AHU’s, operable windows, and perimeter steam radiation with pneumatic control.

Each segregation wing is served with a constant volume air handling unit, steam heating coils, chilled water coil, and hot water reheat coils (eight zones / wing). Supply and exhaust is provided for each cell. The controls are DDC with pneumatic operation. The systems are in good condition.

The HVAC systems in the HSU include constant volume air handling units with steam heating coils, chilled water cooling coils, and hot water reheat coils for individual zone temperature control. Steam/ HW (P-K) heaters provide domestic hot water.

The heating systems to the Industries area, structured recreation and gym are simple and include perimeter steam radiation, steam unit heaters, make-up air and air handling units with steam coils. The exhaust systems, air handling units, and pneumatic control systems should be upgraded.

The electric heating systems in the towers provide poor temperature control and should be upgraded.

There is no public address system anywhere in the institution. A new digital radio system is to be installed in the next few months to a year. The department is waiting for the Fox Lake Correctional Institution to complete their installation and work out any operating problems prior to beginning the work at the WCI. The telephone service
is 10 to 12 years old, operating with 50 to 60 direct lines. An upgrade should be considered. IT currently uses one T1 line for video conferencing with the courts. The cell halls have also been wired for the new Wisconsin Integrated Correctional System (WICS).

Security Considerations
To more effectively manage the population, the WCI separates the inmates into the north and south sides of the institution. A limited number of cameras monitor the rear of each cell hall and exit; more cameras are needed to see all the tiers in the cell halls. Ideally there would be 6 to 8 cameras on each side of the cell halls. The WCI added DVRs and 15 cameras to the exterior of the facility last year, and are working to get the DVRs networked. Improved coverage of the recreation fields is needed, as well as camera coverage in the Badger State Industries buildings.

Food Service and Laundry
The food service employs 176 inmates, and serves approximately 3,675 meals per day, of which an average of 1,225 are prepared for off-line feeding. The meals are served on trays that are assembled in an area central to the food production and dish area. The off-line meals which account for at least half the population and staff are assembled in the same area and are then transported to each location using a flatbed cart. The remaining meals are served in each of the four dining halls using the blind service method. Soiled trays and utensils are returned through adjacent windows in two of the four dining areas. This makes it difficult to maintain a separation of food and soiled dishes. The tray lines are very congested, making it difficult to move around and the situation creates very observation of the area.

The food production area is adequately sized. Most of the equipment is in fairly good working condition with the exception of the blast chiller that has rarely worked properly. Observation in the kitchen area is poor and is in need of a complete remodel, including the hoods and fire-suppression. The second floor bakery area is adequately sized and equipped. The walk-in coolers and freezers are not functioning properly. They are water-cooled glycol systems that were undersized to begin with. Careful consideration should be given to the replacement of this system with a similar system. Furthermore, the freezer units were supplied without adequate pressure relief vents which created a serious vacuum condition. This likely compromised the integrity of the seals between the panels which accounts for the loss of cooling. The floor in the raw vegetable cooler is seriously deteriorated and poses a safety risk. The ceiling in the storage area directly beneath the larger units on the first floor is in a uniform/supply storage area. There is evidence of condensation and reports of mold on this ceiling during the summer. This needs to be corrected. One option, in conjunction with the cooler/freezer replacement, is to add commercial dehumidification to the area.

The floor damage and water leaks are of primary concern, particularly in the vegetable prep and kettle areas. Water leaking to the basement is a daily occurrence. It appears that water damage in the kettle area is likely a combination of extreme use and wear, excessive amounts of water being used at times and the expansion and contraction of drain troughs due to the high temperature of the water drain-off entering the trough. Any future projects involving trough repair or installation should be closely evaluated and coordinated between GC, EC, PC and FSEC to address these related details.
The HVAC and electrical work improvements are critical. There is an approved project to fund the first of three phases of the food service renovations; a determination of whether or not the sprinkler system is required before renovations can begin must be made. If the complete scope of the renovations is approved it will address most of the items listed above. The project will be extensive and will require the kitchen to be taken out of service. The menus will be adjusted for the minimum cooking capacity and preparation space that will remain available. Cooking will be relocated to the second floor. Of the two bakery ovens, one will be dedicated to baking, the other to heating/cooking meals.

Prior to 1995, all of the institution laundry was sent to the Green Bay Correctional Institution. Since then, the WCI has been doing its own laundry and has saved $90,000 to $100,000. The institution retains more control, and as a result, is able to reduce the inventory needed. This system improves delivery of laundry, permits control of costs, and reduces the introduction of contraband.

The laundry is located in the basement of Building 12 where a new air handling unit has been installed. There are separate, smaller laundry areas and equipment located in the Structured Recreation area, the HSU, the bath houses, Segregation, the CGIP unit and the Food Service building. The main laundry is staffed with one officer and 15 inmates, and operates from 7a.m. to 3p.m., five days a week. The equipment is relatively new and repairs to that equipment are done by staff. The detergents are dispensed manually, but the staff would like to look at the chemical storage system. The laundry supplies and materials are stored at the Waupun Central Warehouse and requisitioned as needed by the institution.

Treatment, Education and Other Services

The primary treatment programs offered at the WCI include anger management, domestic violence, cognitive interventions (CGIP), victim impact and the Reentry Program. In addition, Alcoholics Anonymous (AA), Narcotics Anonymous (NA), AODA pre-release program, parenting, Sex Offender Treatment, Denial Focus and Education Awareness are available. The CGIP programming occurs on a specialized housing unit that uses 59 cells in the old Adjustment Center building.

The primary educational programs include Adult Basic Education (ABE), High School Equivalency Diploma (HSED), Wisconsin Technical College System Vocational Diplomas (WTCS) and Correspondence Courses approved by State of Wisconsin’s Educational Approval Board. Inmates also have access to the College of the Air through the Corrections Learning Network. There are approximately 200 inmates involved in educational programs. All programs and classes use individualized instruction and most classes use competency based instruction. Classes use computer-based instruction, team learning, audio-visuals and other techniques to assist the student to learn. Students are placed in classes according to their academic abilities as determined by results of the Test of Adult Basic Education (TABE) test and individual needs, goals, interests, housing availability, and length of sentence.

Several vocational programs are offered at WCI and certified through the Moraine Park Technical College. The current vocational offerings include Welding/Production Welding and Building Maintenance and Construction.

The Badger State Industries also provide work experience and training to the 70 to 100 inmates that are employed in the license plate operation or the metal furniture and modular furniture production units. The
institution provides work assignments for the inmates in food service, cell halls, clothing, chapel, hobby/recreation, maintenance, school worker, library, social services, contraband control, visiting room, security, pass control, tailor shop, and canteen.

The Recreation program provides the facilities, equipment, and organization of activities in a variety of areas for inmates. Active activities include basketball, volleyball, handball, table tennis, and weight lifting equipment. An array of board games is also available for the inmates. The activities and intramural sports are supervised by the Recreation Leader.

**Operational Considerations and Issues**

The main street side entrance to the Administration building needs to be redesigned and renovated to improve pedestrian entry into this maximum security institution. The Administration building is also in need of system improvements.

The daily operation of the institution is greatly affected by the constraints and shortcomings of the existing facilities previously noted. In addition, there are concerns regarding the ability of the institution to address the Prison Rape Elimination Act (PREA) of 2003 and its requirements to provide unobstructed observation of all inmate use areas and the elimination of hiding places. This is complicated by the existing configuration of buildings on this site and within certain buildings as well.

There is also a need to create a new Intake Unit that will provide a safe and secure environment into which new inmates can be received and oriented to the institution. This same space could also serve as a release point for inmates leaving the institution. These functions are difficult to manage with the current facilities; operationally, a separate unit will greatly improve the processing of inmates into and out of the WCI.

**Existing Problems and Constraints**

The perimeter lighting on the outside of the wall and the exterior lighting in the parking area are good. The high-mast cabling was replaced in 2000, and the high-mast lights were completely serviced three years ago. The exterior perimeter wall needs joint and surface repair. The west wall has some scaling and there is some deterioration along the south side at the base of the wall. The roadways at the south gate entrance need slabs replaced.

The guard towers need new roofs and additional electrical capacity. They have heating problems in the winter and poor windows in general. Tower 2-A is one of the original towers and is a historic structure. Its roof design could be used as a template for the roofs of the other towers as they are replaced. The Social Services building should be vacated and demolished due to its age and overall condition and replaced with a new intake area for the institution.

The Waupun Correctional Institution is the oldest correctional institution that the state currently operates. Many of its buildings have been in continuous operation since the institution opened in the mid-nineteenth century. Consequently, the aging physical plant and excessive crowding have placed a significant strain on the existing facilities and considerable funds and resources have been invested by the State to keep the institution operational over the years. Within the last ten years alone a new health services unit, segregation unit, visiting
The available space within the historic perimeter wall of the WCI is quite limited. The ongoing demand for additional space to meet the needs of an inmate population that far exceeds the operational capacity of the facility is significant. The crowding requires two men to occupy a cell that often does not exceed 54 sq. ft. in size. This issue coupled with the inefficiencies of operating within a historic structure, with numerous non ADA compliant cell halls and areas creates challenges for the continued operation of the WCI.

A number of the core and support buildings are aged and undersized for the population they serve. They require a significant investment for energy conservation, systems upgrades, and envelope improvements as well as space remodeling and functional additions in order to serve the institution more effectively.

The infrastructure within the institution has been maintained over the years although the future need remains for major investments in these systems to be made. The specific improvements include boiler replacements at the power plant, emergency as well as secondary electrical service, a new telephone service, steam distribution system upgrades, and steam tunnel repairs.

**Expansion Capacity**
The existing site restrictions and the ongoing demand placed on the current systems do not support an increase in the capacity of the WCI. To the contrary, it is the recommendation of the Consultant that the Department reduce the number of inmates in each cell to one, effectively eliminating the current double occupancy in all of the cell hall cells. The beds that would be eliminated from this institution by this reduction would be replaced as a result of proposed expansions at the Dodge and Green Bay Correctional Institutions, and the availability of additional general population bed capacity at the Wisconsin Secure Program Facility.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants' site tour:

- A new radio system is being installed.
- Cell halls are undergoing plumbing system upgrades.
- Renovations are taking place within the Food Service building.
- Alterations to the third floor of the visitor center for social services/ support areas are being completed.
- Need to remodel all towers to include new roofs, windows, heating, and electrical service upgrades.
- Provide additional security cameras in cell halls and exterior areas of the site; upgrade the central control monitors.
- Need for elevator replacement in the West Auto tag building.
- Need for a secondary electrical distribution system upgrade.
- New telephone service system upgrade needed.
- Demolition of existing Social Services building; replace with a new Intake Unit.
- Add fire alarm and smoke detection plus sprinkler protection to multiple buildings.
- Chapel renovation including ADA compliance;
- Remodeling and upgrading of the Administration building including the entrance lobby.
- ADA improvements in multiple buildings.
- Institution steam distribution system upgrade needed.
- Boiler replacement at CGP needed.
- Installation of a public address system.
- Construct a Central Receiving Warehouse addition.
- Construct a state garage addition at the Burke Center.
- Steam tunnel repairs needed.
- EMC second floor renovation.
- Installation of treated air in the education building.
- Metal furniture air handler replacement needed.
- Asbestos removal throughout the institution.
- Expand and secure maintenance shops.

### Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>Waupun Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demolish Social Service Building; construct new secure Intake Unit with vehicle sally port, reception cells, mail room &amp; property storage</td>
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<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td><strong>TOTAL:</strong></td>
<td></td>
<td>$ 9.0m</td>
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</table>

### Summary

The ability of the WCI to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system. It is strongly recommended that the proposed projects and physical plant changes be addressed in a timely manner so that the institution can continue to serve the needs of its population.

Due to the limited site area within the secure perimeter and also the need to maintain a number of historic structures on the grounds of the institution, there are only a few areas available for construction of new buildings at the institution. In the case of the proposed Intake Unit, the antiquated and deteriorated Social Services Building is recommended for demolition so that its site may serve as the site for this building.

With limited new construction, renovation to existing buildings for core and program space, and improvements to the infrastructure of the institution it is expected that the ongoing operation of the institution can be sustained. However, in order to do so and be able to operate in a safe and humane way it is strongly recommended that the WCI cell hall populations be reduced to single occupancy in all of the existing cells.
Wisconsin Secure Program Facility (WSPF)

The Wisconsin Secure Program Facility was originally opened in 1999 as a 507 bed adult male, high-security maximum institution. The facility is located in the city of Boscobel in Grant County. The facility site includes 160 acres of land, of which 24 acres are contained within the secure perimeter. The WSPF was originally intended to serve a high risk population of inmates who demonstrated serious behavioral problems in other correctional settings. Once in operation the administration determined that 507 beds were not needed exclusively to serve a high-risk, secure population. Currently, the institution houses a general maximum security population and an overflow segregation population from other institutions in the adult male system.

The authorized staffing pattern for the WSPF includes approximately 256 full time equivalent positions. For the fiscal year ending June 30, 2007, the total annual operating cost for the institution was $19,771,419 representing an annual per capita cost of $50,566 and a daily per capita cost of $138 for each male offender served there.

As of May 9, 2008 the designated capacity for the WSPF was 443. On that same day the institution was fully occupied with 443 men.

Overview

The Wisconsin Secure Program Facility is one of eighteen major institutions within the Department of Corrections, Division of Adult Institutions, entrusted with the custody and supervision of the State’s male offenders.

The mission of the WSPF is to safely and humanely house, manage, and control inmates in a secure setting. The WSPF also provides inmates the opportunity to acquire skills needed for their eventual progression into less secure correctional environments.

The programming at the WSPF is designed to provide inmates with the assistance necessary to modify their behavior to a degree that will allow them to be returned to a traditional maximum-security facility. The inmates transferred to the WSPF for the High Risk Offender Program have been transferred to this facility because of their behavior in other DOC institutions that jeopardized the safety and security of the facility, staff, or other inmates. The programming provided addresses the need for the offender to reduce their level of risk and allow the institution staff to monitor their behavior. Inmates progress through three phases, with the final phase being a transition phase prior to their return to a less restrictive maximum-security facility. The Facility also houses general segregation inmates. The General Segregation Program Process is designed to encourage positive adjustment and provide an opportunity for successful return to an institution's general population. Controlled increases in privileges and responsibilities promote acceptable conduct. The WSPF also has one unit dedicated to housing inmates in the general population setting.

General Issues

The entire institution is compliant with the Americans with Disabilities Act (ADA). The intake and reception area is adequate and will likely not need to be expanded if the population increases. For general population inmates, there is no gymnasium or exercise space available. Exercise space was created on each wing, space that includes a small basketball court and a universal gym.
The institution’s warehouse provides adequate space for current operations. Within the warehouse, there is a freezer and a dry storage area. The dock and receiving facilities are also adequate.

Litigation forced the creation of outdoor recreation areas. The original, unheated recreational space was converted to indoor space and some of it is used for program space.

Inmate Population and Projections
Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all security levels, the demand for programs and services such as those provided at the WSPF will remain a critical need.

The WSPF serves three purposes: it provides secure housing for high-risk inmates; it provides overflow capacity for segregation inmates from other institutions; and it provides secure housing for maximum security, general population inmates. About one-third of the population comes from overflow at other institutions. The general population unit houses 111 inmates. There are single-bed wet cells for general population inmates.

Twenty percent of the general population beds are designated to transition high-risk inmates once they have completed that program and can step down to a graduated general population status. Thirty percent of the general population is from the Reception Center at the Dodge Correctional Institution, Assessment and Evaluation Unit. The remaining 50% of the general population comes from other institutions.

Infrastructure Considerations
The ongoing maintenance and preventative maintenance have been exceptional at this institution. The institution maintenance staff includes three electronic technicians, two mechanics, and three facility repair staff members. In addition, a plumber, an electrician, and a heating, ventilation, and air conditioning (HVAC) person are shared with the Prairie du Chien Correctional Institution (PDCI). The DOC Facilities Management Council found that sharing services such as plumbing, electrical, and HVAC with the PDCI has been successful. The current custodial crew is not comprised of inmates; however, this could potentially change in the future, as more general population inmates are housed at the institution.

Boscobel Municipal Utilities provide water and sanitary sewer service for the institution. There is a dedicated water tower for the facility. Water based fire suppression systems are provided throughout the facility. Two water/water heat exchangers provide domestic hot water for the housing building and a single water/water heat exchanger provides domestic hot water for the kitchen. The domestic hot water and cooling tower equipment is softened using calcium chloride ion exchange systems. The water and sewer systems, including the piping and fixtures, are in good condition and sized for future expansion.

Natural gas is provided by WE Energies. There is a 20,000 gallon fuel oil tank for the emergency generators and boiler back-up.

Four gas-fired, water-tube boilers (200 hp each) provide hot water for heating and domestic hot water generation. Three boilers operate during peak winter loads. There is a 225-ton chiller serving the housing unit and an 85-ton chiller for administration. A mechanical penthouse runs the full length of the housing unit. Air
handling units, located in the penthouse, with chilled and hot water coils provide ventilation and temperature control for the housing unit with 100% outside air delivered to the cells. A continuous mechanical chase with natural lighting is located between all back to back cell units and provides accessible utility space for equipment maintenance. The HVAC system controls are direct digital with pneumatic operation. The building HVAC systems are in good condition and designed for expansion.

Electrical power is provided by the Boscobel Municipal Utilities. Current power usage is 530 kilowatt (kw). The institution has a 3200 amp electrical service. The electrical service and distribution are in good condition with extra capacity for future expansion. Lightning strikes have disrupted electrical service. A lightning protection study has been completed.

There are two, 750 kw, in-house emergency generators. One is sufficient to handle the current institution load. The institution is often able to sell power back to the utility company.

Previous concern about excessive light in the cells has been remedied by using smaller (5.0 watt) light bulbs. The exterior lighting, including wall packs and exterior pole mounted fixtures, provides adequate coverage and is in good condition. The fire alarm systems are well designed and in good condition.

Security Considerations
This is the only correctional institution in the state with a lethal fence. There is some concern about locating visitation near the lethal fence. The institution was originally built for video-only visiting and cannot accommodate contact, face to face visits.

Over 600 security cameras provide interior and exterior video surveillance of the facility. All cameras are recorded to DVR. Radios, Telecom, Paging systems are all in good working condition. The pneumatic door operators are approaching the end of their useful life.

Food Service and Laundry
This facility was originally designed to have a serving kitchen only, with food brought in to the facility by an outside contractor. The ability to locate competitively priced contractors was an issue and, as a result, the price per meal exceeded $2.00 per inmate. After the first year in operation it was evident that the institution needed to convert to a full production kitchen. A remodeling project added the necessary equipment. The FY 2007 cost per inmate meal was $1.56. The breakfast meal is presently a portion controlled pre-pack unit that is more costly. These units are being used because of space constraints. Presently there are 1400 meals per day prepared at this facility. Except for Unit C, all food service is tray style. The kitchen can serve the Unit C inmates in approximately 30 minutes, and they eat in the dayroom. The food deliveries are made once per week to the warehouse and milk and dairy deliveries are made twice per week to the kitchen.

Given the present style of service, the food service operation is at capacity. It is recommended that consideration be given to a dining facility for all general population inmates, using congregate seating not to exceed 75 inmates at a time. The capacity of the production kitchen would be increased by using this type of service. The change would also allow the staff to cook breakfast rather than using the pre-packaged foods. The kitchen could handle an expansion of 200 beds if these changes are made. Additional storage (dry, cooler, and freezer) would also be needed. It is likely that cost per meal will decrease accordingly.
Presently there are 11 paid employees. The minimum security inmates from the Prairie du Chien Correctional Institution currently work at the WSPF facility. The institution is in the process of converting to the use of inmate workers from the general population inmates at the WSPF.

The inmate canteen service is contracted.

The institution laundry is easily handled in-house and could be expanded if necessary. Three 100 lb. washers and two large dryers comprise the existing equipment.

**Treatment, Education and Other Services**

The primary treatment programs provided at the WSPF include domestic violence and cognitive interventions. The programming at the WSPF is designed to provide inmates with the opportunity to examine their individual thinking that led to the behaviors that resulted in their placement at the WSPF, as well as to assist in making positive changes that will allow them to be returned to a traditional maximum-security facility.

All inmates in the High Risk Offender Program (HROP) are in Administrative Confinement. The expectation is that all inmates in the program participate in and successfully complete identified programming in all phases. Movement within the program is both performance-based, indicated by inmates’ compliance to the structure within the program, and based on an analysis of the potential risk from each individual inmate. The HROP has three phases, and with successful completion of the program, inmates are placed in the general population.

The education programs offered include Adult Basic Education (ABE), General Education Diploma (GED), High School Education Diploma (HSED), College of the Air, Special Education, and Self-Advancement. A Business Basic course is offered through the Corrections Learning Network.

When the Department of Corrections eliminated contract medical services, the Health Services Unit was staffed with state employees. The HSU has three exam rooms. The physical therapy room was converted to a break room and physical therapy is done in the old break room. The nursing staff visit many inmates on the housing units to eliminate the need for inmate movement within the institution. Nursing services are available 24 hours a day. The HSU includes full x-ray, dental, physical therapy, and optometry services, as well as a trauma room, all located on the first floor.

The WSPF also contracts with a local hospital to provide emergency services, saving the cost of transports to Madison.

**Operational Considerations**

The existing core and support elements of the institution are adequate for the population being served at the present time. However, as the mission of the institution changes and additional general population inmates are added, there will be significant shortages of space and functions that will be needed for this population. In order to properly address the needs of these additional inmates, the institution will need to expand accordingly.
It appears that current infrastructure and building systems are adequate to address the needs of the new expansion areas. However, upgrades to the security surveillance systems will need to be included as a part of any new building construction.

In addition to core and support space, outdoor exercise space will also be needed to serve the general population inmates. This will be difficult to accomplish unless it is placed directly in front of the main building and under the observation of the guard tower. There is only limited land available at this location so the types of exercise activities will most likely be limited.

The department will need to continue to develop efforts to recruit professional staff to meet the needs of the population housed there. An expansion in the number of general population inmates will require additional staff positions.

**Existing Problems and Constraints**

The institution, over the course of several years, was modified both operationally and physically in response to a class action lawsuit brought by a group of inmates against the Department of Corrections and the State of Wisconsin. The physical changes were designed to provide more program and indoor exercise space for inmates confined to the High Risk Offender Program. As a result of the lawsuit and subsequent changes to the institution, the Department has made a policy decision to place more maximum security general population inmates at this institution.

When the facility was initially planned it was done with the deliberate intent of keeping it relatively small and focused to serve only the High Risk Offenders Program and inmates transitioning back to other general population maximum security institutions. The planning intentionally did not provide for any future expansion of the institution, subsequently, the infrastructure and design layout were developed for a small, compact and unique institution configuration. Even the perimeter fence system is a closed system and not easily modified.

As the need to modify the institution mission developed, the demand for additional inmate program space, dining room capacity, indoor exercise space and contact visiting became important considerations. One of the first things that occurred was the addition of food service equipment in the kitchen to permit on site preparation of meals. There are many core and support functions that are undersized and stretched to their operational limits at the present time and as additional general population inmates are added to the institution, the need for additional space will only increase. This includes space for staff offices, property storage, the mail room, warehouse, vehicle storage space, and chapel. It is also possible that consideration should be given to the development of a correctional industry at the institution to provide inmate job opportunities and lessen the potential for inmate idleness.

The building systems are provided in a separate mechanical mezzanine floor over the central portion of the main institution building and there is sufficient capacity at this time to serve new building areas. There will need to be coordination of any new building design with the existing building configuration to provide access to the equipment in the existing mechanical mezzanine. Enhancement of the existing video surveillance system with additional cameras in inmate occupied areas and recording capabilities will be needed for continued safe operation of the institution.
With a change in population and inmate movement the frequent operation of security doors in the facility will continue and possibly increase. The increased use results in wear and tear on the doors and operators and will require a greater degree of maintenance and replacement over time.

**Expansion Capacity**

The original institution plan was not developed with expansion in mind. Of the original 160 acres on this site only 24 were used for the current facility. There is significant acreage available for expansion, most of which is behind the institution between new State Highway 133 and old State Highway 133. However, the City of Boscobel has expressed interest in acquiring a significant portion of that land. The lawsuit, from which the DOC was released in February 2007, has limited how the department can plan for the future use of this institution. Past discussions have included the possibility of the WSPF becoming less of an overflow and more of a general population facility once the decision on how to handle segregation throughout the DOC is resolved.

In order to accommodate more general population inmates, the WSPF needs more program space. While the open space in front of the building appears to be available for an addition, there are numerous utilities currently located in that area of the site.

A building containing approximately 14,000 gross square feet for program, recreation, and visiting space should be considered. The institution preference would be an addition to the end of Building D/C, rather than a free-standing building. An alternative plan might be to convert a portion of the security suite area within the building to visiting space.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Conversion of Unit “D” to a general population unit with servery.
- Add contact visiting space within the existing building core space or as a new building addition.
- Add recreation and program space.
- Add congregate dining space for the general population.
- Add an outdoor exercise area for general population inmates.

**Recommended Major Capital Projects and Estimate of Probable Cost**

<table>
<thead>
<tr>
<th>Wisconsin Secure Program Facility</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Convert Segregation Unit D to a GP housing unit with servery; construct an inmate multi-purpose program building</td>
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<td></td>
<td>$3.0m</td>
<td></td>
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<tr>
<td><strong>TOTAL:</strong></td>
<td></td>
<td></td>
<td>$3.0m</td>
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</tr>
</tbody>
</table>

**Summary**

The existing utilities are sufficient to accommodate expansion. However, there may be a need either to expand the existing perimeter fence system or consider penetration of the existing system to allow for expansion.
The restricted and limited site area within the current secure perimeter could make any proposed building additions or free standing buildings difficult to accomplish especially given the location of site utilities within the fence lines and south of the main building. Additionally, with only a single tower to oversee the prison yard on the south side of the institution, the placement of new buildings, the recreation area and the visitor’s access path to a new visiting building will be critical.

It is extremely important to address the security needs of this institution and also to find ways to expand program and support space to adequately provide the level of services that the inmates need. The cameras required to observe all areas of the institution grounds and buildings are a critical priority when any expansion projects are being designed.

To the extent the institution is expanded there may be concerns regarding the ability to attract staff, especially for treatment and program needs, to serve the increased inmate population and facility needs.
Facility Evaluations of DAI Correctional Centers

The Division of Adult Institutions (DAI) is one of four major divisions within the Department of Corrections. The Division has the primary responsibility for the administration of and the provision of institutional services to incarcerated adults. Within the DAI, the Wisconsin Correctional Center System (WCCS) operates thirteen Centers, as shown in Appendix C, throughout the state for minimum and minimum-community custody adult males. Each of the WCCS Centers continues to embrace, promote and expand their emphases on reintegration of the men into the community upon their release.

Overview

The mission of the Wisconsin Correctional Center System is to prepare inmates for a safe and successful reintegration into the community. The primary goals directed toward the accomplishment of this mission include:

- Maintain safe and secure Centers
- Provide work experience opportunities for eligible inmates prior to their release
- Provide education and treatment programming that meets the needs of the inmate population
- Provide inmates being released to the community with the tools needed to succeed.

Programs and Services

Each of the correctional centers is unique because of its historic development and geographic location. The correctional centers vary in design capacity from 50 to 210 beds. The inmates are housed in single, double, or multiple occupancy rooms. The inmates have general access to the facility's building and the grounds during designated hours of the day. Some of the correctional centers serve a specific program or population need; such as drug and alcohol treatment, earned release, education or boot camp type programming. Others have work experience and work crew participation as their primary focus.

All of the inmates housed in correctional centers are convicted male felons (with the exception of women at St. Croix) who are classified minimum or minimum-community custody based upon criteria which includes their offense and sentence structure, prison adjustment, risk of escape and/or outstanding warrants or detainers. Probationers or parolees with felony convictions are often placed in the centers as an alternative to revocation (ATR) when they have been in violation of their community supervision.

The primary focus of the Centers is to prepare and assist the inmates in their successful transition and reintegration back to the community. Many of the inmates living at the Centers are involved in treatment and/or education, contributing to restorative justice projects, performing community service as part of a community work crew, earning money on community work release and establishing an appropriate release plan. The goal is to afford the inmates the opportunity for increased responsibility and personal decision making while under the supervision of the correctional centers.

Many of the inmates also have work responsibilities that are required to maintain the daily operation of the correctional center. Those inmates who are placed on supervised community work crews provide volunteer service to local communities, agencies and government organizations. Many inmates earn the privilege of a paid work release placement and are required to pay income taxes, room, board and transportation, child support and restitution owed to victims. Their community based job also provides them with the opportunity to save
money for use upon their release. Correctional centers offer a variety of inmate treatment programming, education, religious opportunities, family reintegration programs, volunteer and leisure activities.

**Population Data**

The current design capacity for the thirteen WCCS facilities was 1,100 on May 9, 2008. On that same day there were 1,741 adult males assigned to these facilities. The future demand for minimum security Centers to serve as transitional facilities for inmates preparing for community release as well as an alternative to revocation for community supervision offenders is expected to increase over the next ten years.

The average daily populations during the past five years and the actual population on May 9, 2008 at the various Centers are shown in Table 1, below.

<table>
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<tr>
<th>Facility</th>
<th>2003</th>
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<th>2006</th>
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Source: DOC Average Daily Population Fiscal Year Cost Report

During the five year period from 2003 to 2007 the average daily population for the above correctional centers increased by 229 inmates. There were no authorized expansion projects in these male Correctional Center facilities during the past five years. If the five year growth trends were to continue at this same rate, the average daily population could possibly increase by an additional 458 inmates by 2017. If the more conservative growth rate of 32 inmates from 2006 to 2007 were to continue at the same rate, the average daily population could be expected to increase by an additional 320 by 2017. Under either scenario, it is important to note that these increased demands for additional bed capacity do not take into account the current overcrowded conditions that are causing these centers to operate above their designated capacities.
Black River Correctional Center (BRCC)
The Black River Correctional Center was opened in 1962 as a minimum security facility for incarcerated adult males. The Center is located on 160 acres of land within the Black River State Forest in eastern Jackson County. The Black River Correctional Center operates a military style boot camp program known as the Challenge Incarceration Program (CIP) for male inmates transitioning between other correctional institutions and release to the community. Upon successful completion of the six-month program the inmate is granted an early release from confinement and placement on community supervision.

Overview
The BRCC is one of 13 minimum security pre-release facilities available to serve the male population. The mission of the BRCC is to prepare inmates for a safe and successful reintegration into the community. The ability to effectively achieve this mission is accomplished by maintaining a safe and secure Center; providing work experience opportunities for eligible inmates prior to their release; providing education and treatment programs that meet the needs of the population; and providing the inmates being released to the community with the tools needed to succeed.

The authorized staffing pattern for the Black River Correctional Center includes approximately 35.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $3,861,467, representing an annual per capita cost of $41,521 and a daily per capita cost of $113 for each offender served there. The average daily population during that same fiscal year was 93 male inmates.

As of May 9, 2008 the designated capacity for the BRCC was 66. On that same day a population of 101 men was assigned to the facility.

General Issues
Overall, the main building is old but functional. The roof is in decent condition; however, the building envelope is poorly insulated and inefficient. The administration area is generally adequate for current needs. Offices are located in former inmate housing rooms and are small, but functional. Presently there are many multi-use areas since dedicated space for particular needs such as staff training is not available. General storage is inadequate.

The Health Services Unit (HSU) is located in the administrative area. The space available is approximately 16 feet by 10 feet and is large enough for only one staff person. A contract nurse is available 30 hours per week, and a doctor is available bi-weekly. The dental and optometry needs are handled at the Jackson Correctional Institution. Serious medical needs are handled at the UW Hospital or at the local Black River Falls Hospital.

The educational programs are provided in three classrooms with four teachers. One of the classrooms is a computer classroom. A small library also exists for inmate use. Religious services are held in the dining area or gymnasium. Visiting is allowed on weekends only and takes place in the main building lobby.
Exercise and recreational areas include a gymnasium and outdoor baseball diamonds, an obstacle course, and a track. The need to have the entire facility accessible and in compliance with the Americans with Disabilities Act (ADA) is not an immediate issue given the nature of the facility’s boot camp programming. Staff and visitor accessibility to the main building entrance and other areas of the facility is available.

**Inmate Population and Projections**
Given the continued overall increase in the number of incarcerated men served by the Department of Corrections and the need for a continuum of services across all levels of custody, the demand for programs at the Centers will continue. The unique voluntary nature of the CIP program and the opportunity for release upon successful completion has resulted in a waiting list of offenders wanting to participate in it. At the present time, however, this correctional center offers a limited potential for expansion, primarily because of its inadequate water supply and limited food service capacity.

**Infrastructure Considerations**
Domestic water is provided by (2) shallow water wells, approximately 40’ deep. The well pumps and pipe mains are undersized for current use; low flow and pressure result during high demand periods. The water hardness is high and requires chlorine and caustics for treatment. The piping is in poor condition in many areas. The domestic hot water is generated by steam/water heat exchangers (winter) and gas-fired water heaters (summer). The buildings are not provided with fire suppression sprinkler systems.

An onsite private wastewater treatment system, POWTS, provides for the treatment of all sewage leaving the facility. The sanitary soil absorption system is at full capacity. Sanitary drain lines require frequent maintenance. The drain tile storm system is connected to the sanitary system and will frequently back up lower level floor drains.

The existing heating system includes (2) propane-fired steam boilers, 1400 lbs/hr, serving perimeter radiation and heating coils. Many of the radiation units are in poor condition. The heating controls are all pneumatic. A 12,000 gallon propane tank serves the boilers, summer water heaters, emergency generator, and kitchen. The administration areas use constant volume air handling units for heating and ventilation and mini-split AC units for air conditioning. The ventilation is inadequate throughout the entire facility.

A 600 amp 208/120v electrical service meets the Center’s current needs, but has limited capacity for additional loads. Replacement parts for existing panels are difficult to find. A 70 KW propane-fueled generator is available to handle emergency needs only. It is operating well, but has reached its maximum capacity.

The fire alarm system is approximately 10 years old and in good condition. The telephone system is currently operating at its maximum capacity and in fair condition.

**Security Considerations**
The current security systems are generally acceptable. A total of 16 cameras are in place with recording capability, including three on the exterior. Monitoring of the cameras takes place in the control center and in the security captain’s office. A key watch system is in place, and the exterior doors are secured at night. No
segregation capacity exists, only a dry holding cell for temporary use. Additional parking lot and obstacle course lighting are also needed.

Food Service and Laundry
The food service area operates from 5:30am to 7:00pm, employing approximately 12 inmates and serving about 300 meals per day. The food service office is currently located in the basement but the operation could be improved if it were located in proximity to the food service area. No kitchen renovations have taken place since the facility opened in 1962. Much of the food service equipment is 14 to 17 years old and in need of replacement. The parts necessary to service and repair the aging equipment are also difficult to locate.

Because space is at a premium, the loading dock receiving area is also being used for food preparation. The dry storage space is generally adequate for weekly food deliveries, and kitchen wall cabinets are gradually being upgraded and replaced. The ventilation is acceptable in the kitchen; however, more adequate ventilation is needed in the dining area.

The laundry services for the Center are centralized and operated by inmates. At this time there is an inadequate water supply to meet all of the laundry and kitchen needs. Storage is inadequate and three mobile storage units have been leased to accommodate the overflow.

Treatment, Education and Other Services
Current educational programs offered at the BRCC include the High School Equivalency Degree (HSED), General Education Development (GED) diploma, Exceptional Education (Title 1), and opportunities for computer education, business, college preparation, vocational courses, as well as Driver’s Education. The Challenge Incarceration Program (CIP) is the primary program emphasis at the Center. The major components include military bearing, individual and group counseling, structured education and intensive Alcohol and Other Drug Abuse (AODA) treatment.

In addition to educational programs and AODA treatment, the inmates participate on work crews that perform valuable services to local, county and state agencies. Many inmates also obtain DNR firefighting certifications and are called upon to assist with forest fires as needed. Inmates in the latter phase of the AODA program can also apply for work release positions.

Operational Considerations
The most critical operational considerations at this time are the need for additional space and improvements to the water supply. The two service wells are incapable of meeting the demand from the laundry, food preparation, and daily activities. The septic system is also at maximum capacity. The food service area, the health service unit and the general storage areas all require expansion and renovation. In addition, office space is extremely limited. The ventilation and insulation issues are of immediate concern, and the need for a fire protection system is critical to the safe operation of the Center.

Expansion of, and upgrades to, the food service area are not likely to increase employment in the community. However, such a remodeling could make the facility operate more efficiently in the long run, which would favorably impact operational costs.
The enhanced independent living facility would simply replace the existing one, so there should be no operational issues associated with it.

**Existing Problems and Constraints**

The major problem at the institution is the cramped kitchen and dining area. It is much too small for the number of inmates it serves; as a result, part of a loading dock has actually been turned into a food preparation area. Ventilation in the dining area is inadequate, and food service equipment is about 18 years old and in need of replacement. The food service office is located remote from the kitchen and dining areas.

The BRCC is served by two shallow wells, approximately 40’ to 45’ deep. Presently these wells do not have capacity to service the needs of the facility, especially the food service and the laundry.

The main building heating system is a hot water perimeter radiation design. Many of the baseboard units are in poor condition, and the system is not energy efficient, particularly when coupled with the building’s marginal envelope insulation.

An upgraded independent living facility for up to 14 pre-release inmates, including kitchens and toilet/shower facilities, would enhance the Center’s mission.

The Center’s telephone system is at maximum capacity.

**Expansion Capacity**

There is space available next to the existing food service area to accommodate a modest expansion to remedy present deficiencies. The kitchen could be expanded and re-equipped, a food service director’s office added, and the dining room ventilation improved at that time.

The two existing wells need to be deepened, or a new one drilled, to provide a greater water supply to the facility.

There is available site area for a new, or remodeled, independent living facility, particularly if the water supply is upgraded.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Food service expansion and remodeling.
- Upgrade potable water wells and septic system to address current needs.
- More program and storage space is necessary.
- Construction of a true independent living facility for up to 14 pre-release inmates, including related kitchen and toilet/shower facilities.
Recommended Major Capital Projects and Estimate of Probable Cost
No major projects are being recommended at this Center.

Summary
The ability of the BRCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

The greatest limitation at the BRCC at present is the constrained food service preparation area and the poor ventilation in the dining area. These deficiencies are correctable with a modest food service addition and equipment upgrades.

A new or upgraded well will provide the water supply needed to adequately service dishwashing, laundry and other domestic water requirements.
Drug Abuse Correctional Center (DACC)

The Drug Abuse Correctional Center was opened in 1977 as a minimum security facility for incarcerated adult males. The Center is located on 5 acres of land on the grounds of the Winnebago Mental Health Institute (WMHI) north of the City of Oshkosh in Winnebago. The facility is situated adjacent to the Winnebago Correctional Center (WCC) and the Winnebago Mental Health Institute (WMHI) on the shore of Lake Winnebago. The DACC is housed in Kempster Hall, which was originally built in 1950 as part of the Wisconsin State Hospital. The Department of Corrections (DOC) acquired Kempster Hall in 1998.

Overview

The DACC is one of 13 minimum security pre-release facilities available to serve the male population. The mission of the DACC is to teach offenders to be responsible citizens by learning to make responsible choices. The ability to make those kinds of choices is interfered with by the abuse of alcohol and drugs. Learning to live a responsible life requires, at times, the learning and relearning of cognitive and behavioral process. The DACC provides a place to practice those skills in a safe, non-disruptive environment. All treatment programming is provided by certified/licensed social workers with additional alcohol and drug counseling credentials.

Similar to the other Centers, the ability to effectively accomplish this mission is accomplished by maintaining a safe and secure Center; providing work experience opportunities for eligible inmates prior to their release; providing education and treatment programs that meet the needs of the population; and providing the inmates being released to the community with the tools needed to succeed.

The authorized staffing pattern for the Drug Abuse Correctional Center includes approximately 71.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $9,026,601, representing an annual per capita cost of $32,009 and a daily per capita cost of $87 for each offender served there. The average daily population during that same fiscal year was 282 male inmates.

As of May 9, 2008 the designated capacity for the DACC was 125. On that same day a population of 274 men was assigned to the facility.

General Issues

The building accommodates five program “units,” each of which contain housing, toilets and showers, group rooms, social workers’ offices, and security posts. The Control Center is located on the third floor. A Urinalysis Lab is also located at the DACC.

There is limited ADA accessibility throughout the building. The roof is 15 years old. The windows and floors feature asbestos. Additionally there is lead in windows, ceilings, and tunnels. In 1988 an asbestos-abatement project removed exposed asbestos.

Inmate Population and Projections

Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need for additional capacity for AODA treatment programs, an increase in minimum security capacity is required. The existing facility is scheduled to be replaced in 2009 with a 300 bed Center in the same location.
Infrastructure Considerations
The domestic cold and soft water are piped from the adjacent Winnebago Mental Health Institute (WMHI) to the Center. The existing plumbing fixtures, faucets, valves, piping, and insulation are in poor condition and need to be replaced. The fire/sprinkler system has minimal coverage. A new fire main would be required to provide sprinkler coverage for the entire facility.

The DACC has pitched roofs with downspouts that serve the main building. The building wings have flat roofs. The storm water is directed to nearby Lake Winnebago. Tree roots have damaged some of the underground storm lines. The storm water back-up in the basement has been a problem.

The sanitary sewer lines are gravity drain and extend to the City of Oshkosh sewage treatment plant. The building drain and sewer are in poor condition, with several back-ups each year, and should be replaced.

A steam boiler plant at the WMHI provides steam to the Drug Abuse Corrections Center. The boilers provide steam at 100 psi pressure, reduced to 10 psi to serve a domestic water tube bundle which is in poor condition and should be replaced and a heating water tube bundle which is in good condition.

The HVAC systems in the sleeping rooms on the first and second floor use hot water, perimeter radiation for heat and operable windows for ventilation. The day rooms are provided with unit ventilators, some include air conditioning. Several, small, single zone air handling units with hot water coils provide heating and ventilation to public areas on the ground floor. The control room and property room have air conditioning supplied by chilled water coils in air handling units. A chiller in the basement provides chilled water for the adjacent Gordon facility and a minimal amount for DACC. A cooling tower is located on the roof. Both the tower and chiller are in good condition. The tower is sized for a second chiller that could serve the DACC. All of the controls are pneumatic with self control hot water valves serving perimeter radiation for individual room control.

The Center is provided with emergency and normal power sub feeds at 4160V from WMHI. Two normal (480V & 208V) and one emergency power transformers (208V) are located in the basement. Emergency power is supplied to critical lights, controls, pumps, and the elevator. Most of the DACC has been rewired with new panels and wiring since 1985 and is in good condition. Some areas on the ground floor and basement still need rewiring.

The fire alarm system, paging system, telephone system, electronic door operators and cameras were installed in 1998. The phone system was replaced in 2005. The IT system is currently at maximum capacity.

Security Considerations
All exterior doors have cameras and there are seven exterior site cameras. The perimeter security cameras are fixed and do not pan. There are twelve interior cameras that are at capacity. There are blind spots in the visiting room due to a building support post. This visiting room is also used for religious services, Bible study and outside speakers. The WMHI and Wisconsin Resource Center perimeter staff patrol the parking lot.
Food Service and Laundry
The food service and dining area is small and can serve a maximum of 100 inmates at a time. The food is prepared at the Oshkosh Correctional Institution and delivered by truck, two to three times per day using the DACC inmates. The transfer and movement of the meals from the OSCI to the DACC require the vehicles to pass through the security sally port at the OSCI which contributes to delays in the delivery of the meals. On occasion the meals are further delayed due to train traffic that blocks the road. The dirty dishes and trays are washed at the DACC.

Small personal laundry areas are available in each living unit for inmates to wash personal clothing items. The kitchen uniforms and mops are laundered at the DACC. The inmate bedding and towels are laundered at the OSCI. All other laundry is handled at the DACC.

Treatment, Education and Other Services
The primary treatment program emphases at the DACC are designed to address the drug and alcohol addiction needs of the male population. The two major program offerings are the Earned Release Program (ERP) and the Earned Release Program (OWI)

The Earned Release Program (ERP) was implemented in March, 2004. The program is 6 months in length, abstinence based, and includes structured activity weekly including a minimum of 35 hours of Alcohol and Other Drug Abuse (AODA) related treatment weekly provided in a group setting with ten to twelve offenders and one social worker. Treatment approaches/modalities are Cognitive-Behavioral Approach. Components include communication and social skills training, rational behavior training, AODA education, AODA dependency, AODA relapse prevention, corrective thinking, grief and anger management, stress and relaxation coping techniques, domestic violence education, victim impact, employment readiness, and re-entry initiatives.

A major emphasis of the program is community reintegration with the community corrections agent involved from the first month of the program continuing with increasing involvement in release planning including aftercare, residence, support services, and employment. Each participant prepares a release plan that is reviewed by staff. Upon completion of the program, the sentencing court is notified and modifies the sentence to release on extended supervision. Support groups are available both on and off site.

The Earned Release Program (OWI) is a 6 month, treatment program that began in October 2000, for offenders convicted of operating a vehicle while impaired, 5th offense, under Wisconsin statutes 346.63 (1) (a), with the 5th conviction after January 1, 1999. Its mission is to enhance safety in the community by providing a continuum of abstinence based substance abuse treatment services specific to the need of the repeat OWI offender. The intensive treatment program includes a minimum of 35 hours of AODA related treatment weekly provided in a group setting with ten to twelve offenders and one social worker. Program components include AODA education, relapse prevention, dependency and addiction, modification of high risk and thrill-seeking behavior, rational behavior training, responsible decision making, restorative justice components, and re-entry initiatives. Support groups are available both on and off site.

The Health Services Unit (HSU) is staffed by contract nurses and is located on the second floor of Kempster Hall. The area also provides capacity for the secure storage of inmate medications.
The Urinalysis Lab located at the DACC performs urinalysis screening for the DOC and the Department of Health Services, the Sandridge Treatment Facility and the Winnebago Mental Health Institute.

**Operational Considerations**

The existing DACC facility is scheduled to be replaced with a new facility on the same campus in 2009. If any future plans would call for the existing facility to remain in use the most urgent improvements would include window replacements, plumbing system replacement, HVAC replacement and tuck-pointing of the exterior masonry walls.

The replacement facility should provide additional employment opportunities in the area and would likely not displace any current staff.

**Existing Problems and Constraints**

This facility was originally designed and constructed as part of the Winnebago Mental Health Institute, and was later converted for use by the Department of Corrections as its alcohol and drug abuse correctional center. As a result, the dated facility has design deficiencies for use as a correctional institution, including obstructed observation of inmates and hiding places. There is also a need for additional toilets and shower rooms.

The existing building is in generally poor condition and is not a candidate for renovation or expansion as a correctional facility. It has limited ADA compliance. The building envelope deficiencies include little or no insulation, failing windows, masonry walls in need of tuck pointing, and old, defective plumbing. There are ceiling areas that contain lead based paint.

The existing facility is scheduled to be replaced in 2009 with a new 300 bed center that will be located on the same site. No use has been identified for the existing building once the new facility is occupied; with some improvements it is possible that portions of it could be used as support areas for the new facility.

**Expansion Capacity**

The DACC/Winnebago Correctional Center acreage is large enough to accommodate a new facility or simply a new support building for these facilities if the DACC replacement is delayed. The utility infrastructure appears adequate for either a replacement facility or a new support building.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Total replacement of the existing facility.
- Construct a shared DACC/Winnebago multi-purpose building.
Recommended Major Capital Projects and Estimates of Probable Cost

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Summary

If the existing DACC is to continue in use, beyond the currently scheduled replacement of the facility, the infrastructure and structural deficiencies of the existing facility will need to be addressed. This will enable the DACC to better serve the staff and inmates.

The existing physical plant is a dated, inefficient facility for its intended use as a correctional facility for inmates in need of drug and alcohol treatment. However, the site has adequate space and utility infrastructure to support either a replacement facility or a new support building until a replacement facility can be funded.
Felmers O. Chaney Correctional Center (FCCC)

The Felmers O. Chaney Correctional Center was opened in 2000 as a minimum security facility for incarcerated adult males who were previously served at the Abode and St. John’s Correctional Centers. The Center is located on approximately 3.86 acres of land in the City of Milwaukee. The facility is comprised of a one-story brick building with two separate wings, north and south. Each wing contains 50 beds used for inmate housing. The main floor is used for offices, visiting, and food service. The FCCC is primarily a work release Center focusing on reintegration of the offender in to the community. All FCCC inmates are expected to complete community service, project crew work or a Center job for twenty days and then transition to work release as soon as possible.

Overview

The FCCC is one of thirteen minimum security pre-release facilities available to serve the adult male population. As such, its major focus and requirement is that all inmates who reside there must be physically prepared to function on a work placement. The FCCC transitions participants from the Racine Correctional Institution into full employment within the community through the Specialized Training and Employment Project (STEP). Additionally, all inmates supplement their work assignment with needed and appropriate social service programming developed to address problem areas. The FCCC collaborates with the Division of Community Corrections to provide individualized court-ordered programming requirements.

The authorized staffing pattern for the Felmers O. Chaney Correctional Center includes approximately 26.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $3,101,470, representing an annual per capita cost of $30,406 and a daily per capita cost of $83 for each offender served there. The average daily population during that same fiscal year was 102 male inmates.

As of May 9, 2008 the designated capacity for the FCCC was 100. On that same day 112 men were assigned to the facility.

General Issues

The FCCC work-release facility opened in May 2000 and was originally constructed as a design-build project. This Americans with Disabilities Act (ADA) accessible building contains approximately 26,985 gross square feet. The inmate visiting hours are Monday through Thursday, 5:30 to 9:00 p.m. and weekends from 11:00 a.m. to 4:00 p.m. On-site parking is available for 45 staff vehicles. Limited visitor parking is available on the street.

The on-site nursing service is contracted for 30 hours each week. A contracted Limited Term Employee (LTE) program assistant provides support one or two days each week, as well.

There is not a medical examination room, only a single office for this purpose. Drugs are stored in a double-locked file cabinet; there is not an alarm on the room door. Other than the cabinet in which the drugs are stored, the cabinets are not lockable. The HVAC is on the same system as Central Control, and the temperature cannot be regulated in the nurse’s area. This creates problems with the room being too hot.

A separate office space for the nurse and a LTE medical program assistant is needed.
The City of Milwaukee’s 30th Street Corridor Project could potentially affect the area around the FCCC and access to the site.

There are two wings that provide the primary housing for the inmate population. All of the inmate rooms are double-bunked. In addition a dayroom was converted to provide a 10-bed dormitory. The inmate rooms at the end of the housing wings do not get sufficient heat and often the opposite wings are subject to extreme temperature variations.

The toilet and shower areas in each of the housing wings include 6 showers, 3 water closets, 4 urinals and 5 sinks.

Generally, the administrative office space is very limited. The work-release coordinator and two contracted employment specialists share one small office. The DCC Probation and Parole agents and the Parole Board require dedicated office space. The facility also needs file and general storage space. The staff IT server has reached its capacity.

There is only one conference room available in the Center and it is not sufficiently large enough to accommodate Center staff for staff meetings or any meetings that include more than eight attendees.

The job-readiness training and Alcohol and Other Drug Abuse (AODA) groups meet in the computer room/classroom.

The dining room functions as a multi-purpose space that is used for visiting, meetings and other dayroom activities. The reception and intake of new inmate arrivals to the Center are also handled in the dayroom (dining room) following their being processed through a wet-cell and strip-search area. A partial basement is constructed below the kitchen. There is a 1500 gallon grease trap outside of the kitchen, consisting of a below-grade oil/water separator.

The available recreation spaces include a full-size outdoor basketball court and a weight room. The dining room doubles as the dayroom.

The facility maintenance and storage spaces are limited.

**Inmate Population and Projections**

The FCCC was originally designed to house 100 inmates. The continued crowding in the adult correctional system has necessitated the conversion of the dayroom at the Center to provide housing for an additional 10 inmates. Upgrades in the kitchen, bathrooms, laundry, parking lot, and storage area, which is located in the partial basement under the kitchen may be required if the crowding continues as a permanent condition for any extended period of time. Given the critical importance of providing offenders with the necessary reintegration and work release experiences that are offered by the minimum security centers, it is likely that the demand for this capacity will increase in the years ahead, particularly in Milwaukee and the southeastern areas of Wisconsin.
Infrastructure Considerations
The City of Milwaukee provides the water and sewer services to the Center. The gas and electrical services are provided by Wisconsin Energies (WE). The facility has 800 amp electrical service and hot water heating. An 80 KV backup-generator services the entire facility, but it is not adequate for expansion. The 330-gallon hot water storage tank and the hot water system are not adequate. The Central Control has a dedicated air-conditioning unit that was added a few years ago to supplement the original HVAC. However, the unit is not able to connect to the Nurse’s Office.

The Center does not have any sprinkler protection even though the roof is constructed of wood. The Simplex smoke and fire alarm systems serve all areas of the building.

The public address system which is connected to the phone systems, has limited capabilities.

Security Considerations
Currently, there is a fifteen-second delay on all exit doors. Sixteen cameras operate throughout the facility. Seven of the outside cameras and two of the inside cameras have pan/tilt/zoom (PTZ) capability. Some of the cameras should be upgraded with software for motion detection and improvement of recorded images.

The site lighting includes pole lighting in the parking lot and the southwest area of the property. There is also building lighting and street lighting along Fond du Lac Avenue. The new basketball court requires lighting. There are areas along the back fence line that are not adequately lit.

The FCCC would like to enhance the existing inmate telephone system to allow for phone recording.

Food Service and Laundry
The Center prepares meals for 110 inmates and 15 staff on a daily basis. Bag lunches are provided daily for the work-release population, which numbers approximately 65 inmates on any given day. The food service is adequate for 110 inmates. The bakery operates on the third shift due to a lack of preparation space in the kitchen. The facility provides brunch on the weekends to alleviate problems with the multi-use demands being placed on the dining room.

Most of the food service equipment is the original and approximately eight years old. Recently the FCCC added a small blast chiller. A walk-in freezer and walk-in cooler are located in the kitchen. Most of the storage is in the lower level, accessible by way of stairs, without access to a conveyor. There is an at-grade loading dock, and all receiving is done at the street level.

Swanson Canteen Services provides canteen to FCCC inmates.

There are two residential washers and two residential dryers available for inmate use. These washers and dryers are used 17 to 20 hours per day. The machines are getting old and repairs are frequently necessary. The institution grade equipment, which consists of one 35-pound commercial washer and one 35-pound commercial dryer, is aging from excessive use.
The facility also has a lack of sufficient hot water and currently provides for only 67 gallons to reheat each hour. There is a very limited amount of clothing storage in the basement.

**Treatment, Education and Other Services**
The nursing service is contracted for 30 hours each week. A contracted Limited Term Employee (LTE) program assistant provides support one or two days each week, as well.

There is not a medical examination room, only a single office for this purpose. Drugs are stored in a double-locked file cabinet. There is no alarm on the room door. Other than the cabinet in which the drugs are stored, the cabinets are not lockable. The HVAC is on the same system as the Central Control, and the temperature cannot be regulated in the nurse’s area. This creates problems with the room being too hot.

A separate office space for the nurse and a LTE medical program assistant is needed.

**Inmate Programs**
The focus of the Center is work release and job-readiness training. The FCCC currently provides work-release opportunities for 65 of its 110 inmates. The facility averages 60 job placements and has its own job placement coordinator.

Additionally, the Center recently upgraded six computers, the law library, and JOBNET system. The driver education training is done in conjunction with up to ten Marshall E. Sherrer Correctional Center inmates. In the future, “Justice 2000” will be available for inmates with driver license recovery issues. The necessary preparation and testing for the General Education Degree (GED) is available off-grounds through a local community agency. The agency volunteers help inmates to prepare for the GED and learn self-study techniques.

Support and treatment programs for Alcoholics Anonymous/Narcotics Anonymous (AA/NA), Genesis, New Beginnings, Family Development, Inner City Council on Alcoholism, Prisoner Reintegration Program, Child Abuse Treatment, Circle of Recovery, individual and group counseling and AODA aftercare support are available for inmates with these identified needs.

The Felony Drug Offender Alternative to Prison Program (FDOATP) allows eligible inmates the opportunity to begin the work release component of their program. Successful participation in work release allows the offender to return to court for consideration of release to community supervision.

The Specialized Training and Employment Program (STEP) teaches and assists inmates in seeking and maintaining employment in the community following their transfer to the Center from the Racine Correctional Institution.

Currently, inmate workers are used for on-site landscaping and lawn care, painting the facilities, general repairs, and food service. The number of hours spent on these tasks varies depending on the Center’s needs. There are approximately 12 inmates who perform janitorial and custodial duties.
Operational Considerations and Issues
The location of this Center within the urban fabric of the city is beneficial operationally but at the same time it contributes to problems that are attributable to the limited site area and neighboring properties. The Center also appears to be well accepted within the community and does offer a viable opportunity for men to complete their sentences and transition into the community.

The major problem that the Center faces is the fact that it is very overcrowded. Space is at a premium within the facility and the site is relatively landlocked with the exception of area to the south. Whether there is an option to purchase additional land is not known at this time and without more space, significant changes to the existing Center are not possible.

The staff is already doing everything it can to utilize the dining room for numerous purposes and there is no feasible solution to most of the other space shortfalls.

Addressing the building systems and security needs of the Center will help staff deal with the day to day issues. Ideally, returning the use of this facility to a population of 100 men would be the most effective way to alleviate some of the problems caused by the crowding.

Existing problems and constraints
The existing facility is relatively new having been constructed in 2000. Despite that, there are existing problems with the building systems and limited support function space that present daily challenges for staff and inmates.

The inadequacy of the hot water system and ventilation system could be partially due to the overcrowding and remain an ongoing issue. The inmate telephone system and the security camera system need to be upgraded.

There is very limited program space available. In addition, one dayroom area has been converted to an inmate dormitory and there is a lack of adequate office and meeting space as well as storage in the building. The medical area consists of a single small office which doubles as an exam room which makes the handling of inmate privacy issues very difficult. The dining room is used for a variety of functions including inmate dining, visiting, dayroom, program/meeting space and the intake and reception area. The multiple use of this space often eliminates its effective use for many of its originally intended functions.

There are areas of the site perimeter and the outdoor basketball court that require improved lighting.

The Center also has inadequate parking for staff and visitors.

Expansion capacity
The Center was designed to house 100 inmates in 50 double-bunked rooms. In addition, a ten bed dormitory has been created in an existing dayroom area. This has taxed all of the building systems and resulted in the mandatory need for considerable flexibility in the use of some spaces.
As noted, there are several areas within the building that are undersized and problems with the hot water and ventilation in certain building areas make everyday living difficult for the staff and inmates.

The site is very limited in size and constrained on three sides by city streets. If expansion of the site to the south was possible through land acquisition, it would require not only a housing expansion but replacement of many functions from within the original structure and significant modification to the existing building to accommodate program and administrative space needs.

Even though the Center occupies a desirable location within the City, it would be difficult to expand its current site and very costly to expand even if additional land became available.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants’ site tour:

- Upgrade hot water storage tank and system.
- Install new washers and dryers.
- Upgrade inmate toilet fixtures and finishes.
- Reduce toilet stall height to provide better security observation.
- Install separate air-conditioning systems in the health service unit and central control.
- Upgrade the security camera systems.
- Provide space for classrooms, a dayroom and visiting wing.
- Upgrade the laundry area.
- Replace the heating system controls.

**Recommended Major Capital Projects and Estimate of Probable Cost**
No major projects are being recommended at this Center.

**Summary**
The ability of the FOCCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the consultant that this facility address its current shortcomings and correct building systems and security systems where possible. Minimal expansions within the boundaries of the current site for storage, office space and program should also be considered. Any additional housing expansion would not be recommended unless a sufficient site area can be acquired to develop the necessary program and support, visiting, administrative space and parking that will be needed to accommodate an expansion and improve the operation of the existing center.
Flambeau Correctional Center (FCC)

The Flambeau Correctional Center originally opened in 1954 as a minimum security facility for incarcerated males. The inmates at the FCC were to supply the labor force needed to develop the newly created Flambeau River State Forest. The FCC is located on 44 acres of land within the Flambeau River State Forest in Sawyer County. In the 1960’s the focus changed and the FCC was used to provide housing to male juvenile offenders who attended local high schools in the area. In 1980, the FCC was closed briefly and re-opened in 1981 as an alcohol and drug treatment center. Today the Center offers AODA and Cognitive Intervention (CGIP) programs in addition to work release opportunities.

Overview

The FCC is one of 13 minimum security pre-release facilities available to serve the male population. The mission of the FCC is to provide offenders with opportunities to live, work, and receive treatment and training that will assist them in leading successful and productive lives once they return to their community. The FCC prepares the offender for release and provides a transition from prison to supervision in the community. The FCC affords offenders opportunities to adjust to the freedom and life in the outside world gradually and responsibly, so that they become valued and contributing members of society.

The authorized staffing pattern for the Flambeau Correctional Center includes approximately 20.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $2,765,742, representing an annual per capita cost of $30,062 and a daily per capita cost of $82 for each offender served there. The average daily population during that same year was 92 male inmates.

As of May 9, 2008 the designated capacity for the FCC was 50. On that same day a population of 98 men was assigned to the facility.

General Issues

The existing inmate housing includes 21 rooms and 4 dormitories. The inmates are double-bunked in the 21 rooms. Each of the four dormitories holds from 12 to 16 inmates depending on the size of the dormitory building. As the number of incarcerated adult males has increased, the Center was required to convert non-housing areas to dormitories in order to accommodate the growth.

The Health Services Unit (HSU) includes an office and an exam room. One contract nurse works 30 hours per week, and one of the department’s physicians is available at the facility once a month. Any off-site medical care required by the inmates is provided at the Rusk County Medical Center. All inmate dental work is performed at the Lincoln Hills School, twice a month.

The administration space is not sufficient to handle the current operation. Additional offices are needed for a half-time social worker and medical program assistant. There is not a conference or meeting room space available in the administration area and the corridor is quite narrow, with offices on both sides. The Food Service Manager currently shares an office with the half-time social worker.

Even though there is not a chapel on site, various religious activities including pastoral visits, Sunday night service facilitated by volunteers, Native American Sweat Lodge, Bible study groups, and on Tuesday night
non-denominational services are conducted in whatever space is available.

The gymnasium was built in 1963 and is used for basketball and volleyball. The inmates also use the area as an indoor walking track. The basement houses a weightlifting area, a pool table, a TV/dayroom and a card room. The outdoor recreation includes a baseball diamond, outdoor walking track, horseshoes and a volleyball court. The nearby river offers fishing opportunities for the inmates on a catch and release basis. The inmates are responsible for buying their own fishing license.

The office for the Facilities Management Specialist is located in the Administration area. The maintenance shop is located in the boiler room and is not adequate to meet the needs of the Center. A yard shop is used for vehicle washing/parking, woodshop production and special projects. Additional space for these functions is needed and should be considered.

The available space for storage is very limited and inadequate. A garage and storage building is also badly needed. Even though there are two mobile storage units located in areas of the basement, the space is insufficient for meeting the current needs of the Center.

Inmate Population and Projections
The need for minimum security capacity within the correctional system is expected to increase in the years ahead. The FCC was originally designed to serve 50 inmates. The Center has been operating at nearly twice that capacity for nearly five years. In order to address the future needs for programming and work release for the minimum security adult male population, expansion of inmate housing and support space at the various Centers will be important.

Infrastructure Considerations
A single, marginal 100 GPM well with a new pump and piping provides the water service. The old, 4 GPM well is still in operation and is used as a backup system in addition to supporting landscaping and woodshop activities. There are two domestic water heaters, both with a capacity of 265 MBH. Propane fuels both of these heaters, as well as the kitchen equipment. Five 1,000 gallon above-ground propane tanks provide fuel storage; the tanks are re-filled based on the fuel provider’s monitoring system.

The sanitary system drains to two stabilization ponds, both of which are nine years old and in good condition. The optimal capacity of the system is between 70-90 inmates. There is land available to accommodate any additions to the ponds which would be required to provide for an increase in the inmate population. A forced-main sanitary line to the ponds includes a 15 year-old lift station. Two pumps are available, one of which is capable of handling the load. The Facilities Maintenance Specialist is Wastewater Certified in order to meet the state requirements for operation of a pond system. The storm drainage is handled by gutters and downspouts which serve the main building. Water run-off is to the adjacent river. The system works well and is appropriate for this facility.
The building is heated with hot water coils, convectors, and baseboard radiation. There are a total of three boilers, including two old boilers with a capacity of 600 MBH each and one new boiler with a capacity of 1100 MBH. The two hot water boilers are five years old and are in a central location with piping routed throughout the building using a crawl space/tunnel. The hot water piping and insulation is in good condition; there are minimal areas where the bad insulation is being replaced. The new boiler handles loads on days down to 15 degrees F, after which a second boiler will activate as necessary to satisfy water temperature requirements. A single, large, above-ground tank supplies approximately one year’s worth of fuel oil, the main energy source for the facility. The fuel oil pump located in the mechanical room works well.

The administration area and AODA program area are provided with window air conditioning units. The Control Center is served by two Mitsubishi split air conditioning systems. The communication room needs mechanical cooling to reduce the heat generated by the equipment. The food service preparation area is served by a 100% outside air unit. The pneumatic controls including a new air compressor work well.

The Jump River Electrical Cooperative provides the 120, 208/3 phase, 400amp electrical service. The majority of the systems, wiring, and conduit were replaced within the last five years. The top electrical demand reported has been 56KW. The staff believes that an electrical conduit may be broken below the parking lot, which allows water to drain into the electrical room.

Emergency power is provided by a 10-year old, 80KW generator that is working well and provides 100% back-up for the facility. The generator is also used during peak energy demands at the request of the local utility.

The fire alarm is a Honeywell ‘Notifier’ detection/alarm system. The system is old, however parts are still available, and it is still functional with an occasional false alarm.

**Security Considerations**

The FCC serves as a transportation hub for inmates transferring from the Jackson Correctional Institution and the Stanley Correctional Institution to the Gordon, McNaughton or Flambeau Correctional Centers. The inmates enter through the main door and are processed by the sergeant in the visiting/multi-purpose area. On the day that transfers occur up to 30 inmates may be waiting in the visiting/multi-purpose area for 3-4 hours, creating demands on Center space. The limited restroom facilities are also an issue.

There are currently 16 cameras that cover the main building and the majority of the perimeter of the facility. Two of the exterior cameras have pan tilt zoom (PTZ) capability. The cameras are four years old and need to be upgraded and expanded to include additional PTZ units. All cameras are monitored from the Central Control. The system is DVR recordable, but there are software problems with recording.

There is a building fire alarm system and panic buttons are installed in offices in the administration area. When a panic button is pushed, the fire alarm is activated. There is a control panel in the Central Control that indicates where the problem is, but not whether it is a fire or a distress call. This causes concern for the safety and operation of the Center. The inmate housing exit doors are all alarmed; the doors and locks were replaced four years ago. The “man-down” alarm is monitored by Rusk County, McNaughton Correctional Center and
Sawyer County. The security staff on duty during the third shift calls Sawyer County to check in at least twice during the shift. Sawyer County also monitors the 9-1-1 service.

**Food Service and Laundry**

Most inmates at FCC eat breakfast and dinner together. Depending on the starting times of various assignments, some inmates may eat earlier. The lunch serving takes place between 11:30 and noon. Bag lunches are provided to inmates who work in positions off-grounds. The size of the dining room is not sufficient.

The internal food delivery system functions well, however the food service area is undersized which limits production capacity. The service area is 48 years old and has been without any major improvements. The majority of the equipment is 11 to 14 years old and in adequate shape with replacement of equipment occurring as necessary. Many of the fundamental food service work surfaces are dented and beyond repair. The freezer and storage capacity are both insufficient, and the dishwashing machine is in poor condition.

The laundry equipment for the facility consists of two commercial, 35 pound washers and one commercial, 50 pound dryer. All three appliances are five years old. The laundry equipment for personal inmate use within the housing area consists of two residential washers and dryers. The laundry facilities are adequate; however the laundry operations do impact the holding ponds.

**Treatment, Education and Other Services**

Currently, the major program offering at the FCC includes a sixteen week residential AODA treatment program specifically designed for inmates functioning at a lower literacy level. The cognitive intervention program allows the participants to reflect on their thinking and decision-making processes and the choices they made in their lives that have led them to become involved in criminal behavior.

There are limited work release opportunities available in the FCC area. The Center provides various types of off-grounds work such as DNR forestry labor, work release with private businesses and community service projects. The inmates also have opportunities for in-house work assignments. The Center work assignments include maintenance, janitorial, food service, and wood production shop.

The inmates also have an opportunity to attend school on-grounds and earn their High School Equivalency Degree (HSED), General Equivalency Degree (GED) obtain or renew their driver's license, participate in Alcoholic Anonymous and Narcotics Anonymous, religious activities, pre-release planning, life skills and employability workshops. The education area is located in the basement and includes a classroom, computer area and teacher’s office.

**Operational Considerations and Issues**

The existing facility’s location in northern Wisconsin presents logistic issues dealing with response time for emergency, travel distances for transport of inmates and supplies and lack of employment opportunities.

The overcrowding issue has had negative impact on available program space and its use, lack of required support services and infrastructure, and lack of work-release opportunities.
Existing Problems and Constraints
The most immediate constraint for the FCC is a serious lack of available space for a variety of functions. All major core and service areas are in need of additional operating capacity.

In general, the Center has been well maintained. However, as a result of the overcrowding, much of it is showing signs of age and wear and tear from heavy use. The original design capacity of the facility was 50 inmates. The population is typically near twice that number on any given day. There are existing problems with the building systems and the limited support spaces, now used for housing inmates, that present daily challenges for staff and inmates.

The limited program space now available, along with the lack of adequate office space, meeting rooms, and storage in the buildings, has limited the effective use of many of their intended functions. The maintenance and staff work areas are not adequate to meet the needs of the Center, both in size and location. The aging and limited infrastructure systems are also in need of attention.

Expansion Capacity
The Center was designed to house 50 inmates and is now regularly occupied with twice that number. This continued overcrowding has taxed all the building systems and necessitated that a limited number of spaces be used for multiple purposes on a mandatory basis.

While the site has room for expansion, the facility would be better advised to reduce the population to near original levels. When this is done, the support spaces and infrastructure would return to original use and relieve the stress on their use.

Summary of Institution Identified Needs
The following conditions were noted during the Consultants’ site tour:

- Additional space for AODA treatment program needed.
- Major food service space planning, renovation, and expansion needed; replace freezer and coolers.
- Addition to the housing units for lavatory, toilet and shower.
- Convert existing toilet and shower facilities to multi-purpose room for barber shop, library, card room, or other type uses.
- Addition to multi-purpose area for administration area office needs, bathroom expansion (intake needs), meeting, training and visitation areas.
- Repair parking lot.
- Add intake area with room for inventory space.
- New storage and maintenance garage; space for inmate property.
- Replace exterior siding on main building.
- Expand wood shop building to include shipping and receiving.
- Add a third sanitary waste water retention pond.
- Construct an addition for an independent living housing unit.
- Add coded pump to log amount of fuel usage and person who dispensed the fuel.
- Upgrade and/or expansion of the existing parking lot.
- Construct Inmate Project Building

### Recommended Major Capital Projects and Estimate of Probable Cost

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<tr>
<th>Flambeau Correctional Center</th>
<th>FY09-11</th>
<th>FY11-13</th>
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### Summary

The ability of the FCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the Consultant that an inmate project building be constructed, that the building systems of the center be improved, that the security systems be updated where possible, and the occupancy of the Center be established consistent with its designated capacity of 50 inmates. These actions will allow the facility to restore program and support spaces to their intended uses.
Gordon Correctional Center (GCC)

The Gordon Correctional Center, originally opened in 1932 as the Gordon Camp, was built to relieve overcrowding at the Wisconsin State Prison in Waupun and function as a forestry camp for the Brule River State Forest. Inmates living there produced much of their own food and worked in the forest and adjacent nursery operated by the then, Wisconsin Conservation Department. The facility is located on 60 acres of land southeast of the Village of Gordon in Douglas County and is the northernmost Center of the Wisconsin Correctional Center System. The main Center building is a single story, multi-wing, concrete block stucco faced structure that contains inmate housing, food service, laundry, canteen, indoor recreation and administrative offices.

Overview

The GCC functions as one of the thirteen minimum security pre-release facilities available to serve the adult male population. The mission of the GCC is to help prepare inmates for work release, prepare them for successful reintegration into the community and provide the necessary educational and treatment programs to help them address their needs. Developing positive work and behavioral habits are important aspects of daily living while at the Center.

The authorized staffing pattern for the Gordon Correctional Center includes approximately 19.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $2,504,973, representing an annual per capita cost of $29,127 and a daily per capita cost of $79 for each offender served there. The average daily population during that same fiscal year was 86 male inmates.

As of May 9, 2008 the designated capacity for the GCC was 52. On that same day a population of 96 men was assigned to the facility.

General Issues

The main building at GCC is old but remains functional. Constructed in 1954, the single-story, multi-wing, masonry building houses the inmate population, food service, laundry, canteen, gymnasium (built in 1981), and administrative offices. The majority of the housing is individual dormitory-style rooms with the exception of two open dorms that house a maximum of 8 and 14 inmates. The roof is in an acceptable condition; however the building envelope is poorly insulated and inefficient, especially in the area of the gymnasium.

The Health Services Unit (HSU) is located in the administrative wing. It is staffed by a contract nurse for 30 hours per week, and a physician is available once a month. Inmates who require any acute medical care are generally seen at the Spooner or Rice Lake medical facilities.

The educational programming is held in a separate modular building, which houses classrooms, computers, and a library. One teacher is currently on staff, and no vocational training is offered at this time. The exercise and recreation areas include a gymnasium, a weight room, a game room, and outside physical activity areas. Fishing is also available. Religious services are held in the reception and visiting area or dining area. Visiting is allowed on weekends and weekdays.
Inmate Population and Projections
Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the GCC will continue. This facility provides an important transition for those inmates who will eventually transfer to a minimum facility closer to the community in the southern part of the state where they will be released to supervision. Preparing them with responsible work habits is important for their future success. The average stay for inmates assigned to the GCC is 10 to 12 months. New inmate transfers are generally received on Wednesday, depending on the available bed capacity.

Infrastructure Considerations
The water service is provided by two well pumps each capable of meeting the current demand of approximately 25 gpm. The water quality is reported to be good and water softeners are not required. A 2” water main serves the fixtures in the Laundry, Food Service, Administration and a central toilet/shower room used by the inmates in the housing units. The toilet and shower facilities for the housing units were updated in 1992, are ADA compliant, and in good condition. There are two 100 gal/250 mbh water heaters that provide hot water for the facility.

A new septic field has a capacity for 120 inmates. A sewage grinder pump is located in the basement with two 1.5 hp motors. The sanitary system including piping, pumps, and drain field are in good working order.

The two oil fired, low pressure steam boilers serve a perimeter radiation heating system in the main building. The ventilation is provided by operable windows in the housing units. The make-up air units with steam coils serve the kitchen and gymnasium. Steam piping is accessible and distributed thru the basement and tunnel systems. The condensate piping was replaced in 1990 and is in good condition. The window air conditioning units and small split systems provide air conditioning in select areas. The electric heat and small AC units provide heating and cooling in the trailer. A 10,000 gallon fuel oil tank serves the boilers and generator. A 1,000 gallon propane tank serves the kitchen and laundry. The steam heating system should be converted to hot water to improve efficiency, the pneumatic controls should be upgraded to DDC, and mechanical ventilation should be added in the main building.

A 400 amp electrical service is provided for the facility. The majority of the electrical systems including transformers, panels, wiring, and disconnects were replaced in 2002. The emergency power is provided by a 10-year old, 80KW generator that is working well and provides 100% back-up for the facility.

The existing fire alarm system includes smoke detectors, heat detectors in specific areas, and pull stations. The buildings are not sprinklered.

Security Considerations
The security is generally adequate. There are a total of 16 cameras throughout the facility. The monitoring takes place from the Control Center; the Center could benefit from additional surveillance capability in the office of the security captain. The exterior lighting is sufficient. There is a key-watch system in place which requires
staff access during all three shifts. A total of 24 cameras would be more efficient, with additional locations in the kitchen, downstairs, and at least 3 outside.

The exterior doors to the administration area are currently not secured at night; they would have to be tied into the fire alarm system. The doors to the inmate housing areas are tied in to the fire alarm system.

**Food Service and Laundry**

The food service kitchen is 53 years old and more space is needed to support the present population. The bakery operates during the third shift. There are three basement storage rooms available, but the coolers on this level need to be replaced. The existing storage seems adequate for the weekly deliveries. Some of the food service equipment is 13-14 years old and is also in need of replacement. About 280 meals are prepared daily, including 40 bag lunches. The food service office is in the basement, which is not the preferred location. The dishwashing equipment is 18 years old and should be replaced, including the main drainage line. The dining area is newer and in generally good condition; it seats 48 inmates at a time which requires two shifts to feed all inmates. A walk-in cooler was added in 1996.

The laundry services are centralized and operated by the inmates. The two institutional size washers are located within the service area; one is working and one is soon to be replaced. There are also two institutional size dryers available; one is from 1992 and the other is significantly older. There are also small washers and dryers for inmate personal laundry in each housing wing.

**Treatment, Education and Other Services**

The current educational programs offered at GCC include ABE/HSED, Adult Drivers Education, Van Driver Training and Certification, and Chainsaw Safety Training. Most students attend school the entire day, however part-time classes are offered for students that may require them. The Gordon Adult Literacy Program (GALP) is an individualized program that focuses on reading, writing, spelling and listening skill development. It is specifically designed for those offenders with the greatest literacy needs, typically performing at the 0-4th grade reading levels. A number of applied mathematics programs designed to enhance the future job performance of the inmates include business mathematics, construction/trades mathematics and basic calculator mathematics. General education is also available for mathematics refresher, computer literacy and typing. Inmates are strongly encouraged to develop their reading skills and the library currently offers approximately 4300 selections.

The available Work Educational Programs include Carpentry Crew and Wood Refinishing and the Mobile Home Refurbishing Crew. Both programs provide basic and advanced carpentry and woodworking training and experience, without degrees or certifications attached to them.

The treatment programs provided at the GCC include individual counseling, the Cognitive Interventions Program (CGIP) and the four month Alcohol and Other Drug Abuse (AODA) treatment program. There are also voluntary alcohol anonymous meetings held at the Center each week.

A number of inmate project crew assignments are available that include the off-grounds utility crew, which includes tree cutting, brushing roadsides, painting, and disaster/emergency cleanup. The Center also partners
with the Indianhead Action Agency in the construction of low income housing and working for the low income weatherization program. Other work is also performed for local and state government agencies, schools, non-profit organizations, food services, maintenance, janitorial, grounds care and maintenance, garden worker, clerk and educational tutors.

The Center also offers work release opportunities with local employers for inmates classified as minimum-community custody. Employment is provided for 12 qualified inmates on the third shift sanitation crew of a local meat processing plant and a small crew works during the summer months at the Northwoods School.

**Operational Considerations and Issues**
The administration area is considered less than adequate to meet the current needs of the Center. Additional office space is needed along with more meeting and conference spaces. Existing storage for property, clothing, kitchen and general storage is also inadequate. The HSU is too small for the needs of the facility and the education building is a temporary structure that should be considered for replacement. The building is not energy efficient. The maintenance areas are considered adequate.

The door hardware needs upgrading throughout the facility and the ADA accessibility is an issue. Although the central building has one accessible toilet and ramps as a result of the 1992 toilet remodeling, general accessibility to and throughout the buildings is poor.

The inmate work-release program is very successful and additional bed capacity at the Center would expand the opportunity to additional inmates. This program expansion could be accomplished by providing the necessary housing, support facilities and administrative spaces to accommodate an increase in the inmate population up to a maximum of 120 persons.

**Existing Problems and Constraints**
The Gordon Correctional Center is relatively old but has been well maintained. The main center building dates from 1954 and despite upgrades over the years it remains poorly insulated and energy inefficient, but at least the envelope is intact.

The food service kitchen is too small and inefficient for the present inmate population of about 90 persons. Any facility expansion would require improvements to the food service area. In addition, much of the food service equipment, especially the dishwasher, is old and in need of replacement.

The biggest constraint to expanding the inmate population beyond 120 is the existing septic system. It was replaced in 2007 and was designed for a maximum capacity of 120 inmates.

**Expansion Capacity**
There is more than adequate space on the site for expansion, but any growth will be limited by the capacity of the facility’s septic system. Otherwise, the utility infrastructure appears adequate to support the limited expansion of the inmate population up to 120, and to accommodate growth of the Center’s associated support facilities.
Summary of Institution Identified Needs
The following conditions were identified during the Consultant’s site tour:

- Convert the present administration area to additional inmate housing.
- Add a new administration/education/re-entry building.
- Add a new kitchen.
- Construct an Inmate Project Building.

Recommended Capital Projects and Estimate of Probable Cost

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Summary
The ability of the GCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the Consultant that an Inmate Project Building be constructed at the Center. The Gordon Correctional Center presently has limited potential for any housing expansion due to the size of the septic system which can handle a maximum of 120 inmates. However, there appears to be considerable demand and opportunity for expansion of the Center’s work-release program to meet the needs of inmates and the community. The existing site currently has land available to further expand the septic system to handle additional inmates, if desired.
Kenosha Correctional Center (KCC)
The Kenosha Correctional Center was opened in 1990 as a minimum security pre-release facility for incarcerated adult males. The Center is located on 3.9 acres of land in a residential and commercial area in the central city of Kenosha. The inmates transferred to the KCC are primarily from southeastern Wisconsin and most will be released to community supervision in that area of the state.

Overview
The Kenosha Correctional Center is one of the thirteen minimum security facilities available in the system to serve the adult male population. The mission of the KCC is to prepare inmates for re-entry into the community with a focus on after-incarceration employment. To that end, the Center assists the inmates in seeking and maintaining employment and offers them support in obtaining necessary identification papers, a drivers license and social security card. The center also provides AODA Aftercare and support groups such as Alcoholics Anonymous (AA) and Narcotics Anonymous (NA).

The authorized staffing pattern for the Kenosha Correctional Center includes approximately 21.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $2,737,715, representing an annual per capita cost of $23,806 and a daily per capita cost of $65 for each offender served there. The average daily population during that same fiscal year was 115 male inmates.

On April 18, 2008 the designated capacity for the KCC was 60. On that same day a population of 118 men was assigned to the facility, approximately ninety-seven percent beyond the designated capacity.

General Issues
Every inmate room at KCC is currently double occupied. There is no available space to provide any additional beds, unless the indoor exercise area is utilized for that purpose. The rooms are satisfactory; however, there have been some minor HVAC zoning issues. There is a short-term temporary lock-up room behind the Control Center. The Racine Correctional Institution provides the KCC with temporary lock-up and segregation beds when necessary.

Currently there are nine showers, eight urinals, eight lavatories and six water closets to serve the inmate population. The toilets and showers are sufficient, although repairs are needed to showers, floors and walls and in the plumbing chase behind the wall. Also, the showers are single pole showers, which create a security concern; small partitions are needed for privacy. The heating and lighting are sufficient; however the ventilation system is not. The two separate fans in each wing for the bathrooms and laundry only circulate exhaust air, not makeup air.

There is a lack of program space. An existing conference area in the administration wing is not large enough to hold group meetings; the dining room currently functions as the center’s primary meeting space. A central partition is available to divide the space into two meeting areas, but this space is inadequate. The dining area also provides programming space for AODA, Bible Study, visiting, NA, AA, and a classroom. Confidentiality issues arise when using this open space for AODA, NA, and AA. Some inmates do not receive programming due to lack of space. Available seating is limited based on where programs are held.
The canteen (provided by a contract vendor) is also distributed in the dining room. Religious services are provided on-site by volunteers as space and time permit. Inmates may also be able to attend off-site religious services to facilitate re-entry.

EDNET, JOBNET and the law library are all located in the property room, which is also used for preparing job applications and pre-release planning activities. Additional space for these activities should be considered. There is a very small supply room which functions as the Multi-Function Device, copier, scanner and printer room, as well as a mini staff break room. All storage is located either on the first floor or in the basement of the building.

Administration office space is air conditioned and staff members in this area are required to share offices. There is a small room for a library and file storage, but there is no space for any additional staff. The inmate intake is handled in a small area with exterior building access near the Control Center. Typically, five inmates are received at one time.

The Health Services Unit (HSU) is located on the first floor. An expansion into the original maintenance area was completed in 2007, providing much needed space for health services. Prior to the expansion, a closet was used for exams and private conversations with inmates. An exam room and office for the nurse practitioner were added, as well as an area for a nursing assistant and a physician assistant. A part-time contract nurse is on-site for 28 hours each week, a visiting nurse practitioner from Racine Correctional Institution is available for eight hours, once a week and a part-time LTE Medical Program Assistant is available.

The door to the HSU area is double-locked and drugs are stored in locked cabinets. There is not an alarm on the door. A number of the inmates are diabetic and present special needs. Approximately 15 to 20 scheduled on-site medical visits occur each month.

The basement maintenance area appears adequate for routine needs since the KCC contracts out for most of the required maintenance services. A clothing storage area in the basement contains two sump pumps which contribute to dampness in the area, and there is a waste line on the ceiling of the food storage area in the basement. No protective measures are taken to shield the food stored in the area from pipe spillage or breakage.

**Inmate Population and Projections**

Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the KCC will continue. This facility provides an important transition for those inmates who will eventually be released to community supervision in southeastern Wisconsin. Preparing them with responsible work habits is important for their future success. The average stay for inmates assigned to the KCC is approximately 12 months.

Between 60 and 90 inmates are on work release throughout the year (60 in winter months and up to 90 in the summer months). The work release and re-entry programs operate on all three shifts. More than half of the
population is from Kenosha and Racine Counties, with the majority of the remaining population coming from the Milwaukee County area.

**Infrastructure Considerations**
The KCC is connected to the City of Kenosha water and sewer systems. Plumbing fixtures and piping are in good condition except some drain piping appears to be broken or deteriorated because sand has been found in the lines. A 500 gallon storage tank and (2) 300 mbh, gas fired water heaters provide domestic hot water. The water heaters are in poor shape and need to be replaced. The water softener should be relocated from the mezzanine to allow access for salt delivery. All storm water drainage is provided through downspouts.

Wisconsin Energies (WE) provides gas and electric services. The electrical service is 208V/1200A. Panels, wiring and fixtures are in good condition with less than half of the circuits in use. The IT system is connected to the Department of Corrections central office. The telephone system has multiple service providers.

Two (2) HB Smith, hot water boilers (1200 mbh input), provide hot water for perimeter baseboard radiation and hot water coils. There are (4) air handling units with hot water coils for ventilation and temperature control that serve control, dining, administration, and kitchen areas. The two units that serve dining and administration areas have air conditioning provided by direct expansion cooling coils. Inmate wings have perimeter baseboard heat and operable windows for ventilation. There is no make-up air for inmate laundry and toilet room exhaust systems. Mechanical equipment is generally in good condition, although access to the mechanical mezzanine needs to be improved – repair is difficult to impossible. HVAC system controls are pneumatic and are in good condition.

A new fire alarm system was just completed providing new heads and devices, and there are functioning sprinklers located in the kitchen and basement.

**Security Considerations**
The exterior fence is not considered a security fence but functions primarily as a boundary fence. It is approximately 60” high. Exterior lighting includes two pole-mounted lights and building-mounted lights. Four (PTZ) exterior and twelve (PTZ and fixed) interior color cameras provide coverage of the facility; one camera is currently inoperable. There have also been issues with the recording capability and the camera clarity is problematic.

**Food Service and Laundry**
The food service facilities provide 125 meals a day to inmates, plus 12 staff meals. An additional 60 to 90 bag lunches are provided daily for those inmates on work release. The large number of inmates gone from the facility on work release each day allows the KCC to offer a single seating for the meals for all other inmates.

The Food Service staff office is small and lacks air conditioning. The bakery operates from 11pm to 7am. There is a small dry storage area on the main floor used to store food products for weekly use, while a slide conveys food stores to ample storage in the basement. No elevator or conveyor is available to move food in to and out of the basement.
The paint on the wall behind the dish machine is chipped and moldy. A stainless steel covering should be considered. New lights in the ceiling and diffusers are also needed. Most of the equipment is 17 years old but in workable condition. This equipment includes one walk-in freezer, one walk-in cooler, recently replaced compressor, a newer stove and a two door reach-in refrigerator. There are not sufficient funds in the capital budget to replace major pieces of equipment at the correctional centers and they must be well maintained.

The laundry service provides residential machines located in housing area wings for inmates to launder state-issued clothing as well as personal items. Bedding is handled by a larger washing machine.

**Treatment, Education and Other Services**

The main program at the KCC is work release. Upon arriving at the Center, inmates are expected to perform an institution job or participate on a project crew. Center job assignments include food service as a cook, baker, dishwasher, or kitchen assistant, or in a job as a janitor in the maintenance area or work in the Center laundry. When approved, inmates may also be placed in an institution driver position responsible for transport of inmates to and from the work release sites. The inmates also perform community service while at the KCC.

After completing a successful monitoring period, inmates are approved for work release at one of the 22 work sites available to the Center. While on work release, inmates pay room, board and transportation charges. The offenders also pay Child Support, restitution and other court obligations while they are on work release.

There are no educational or vocational programs currently available to inmates at KCC. In addition to work release, the programs available to inmates at the KCC include AODA aftercare, relapse prevention and support services, Narcotics Anonymous, Alcoholics Anonymous, religion-based programs, and the Specialized Training and Employment Program (STEP).

**Operational Considerations and Issues**

The location of this Center within the urban fabric of the city is beneficial operationally but at the same time has problems related to its limited site area and neighboring properties. The Center appears to be well accepted within the community and offers a viable opportunity for men to complete their sentences and transition back to the community.

The major problem that the Center faces is overcrowding; there is little that can be done on site to rectify that problem. Space is at a premium within the facility and the site is completely landlocked. The staff is already doing everything it can to utilize the dining room and other program areas for multiple uses; there is simply no where else to go to address most of the other space shortfalls.

Addressing the building systems and security needs of the Center will assist staff in dealing with the day to day issues. Ideally, returning the operation of this facility to a population of significantly less than 120 men would be the most effective way to help alleviate some of the problems caused by the overcrowding.

One additional and significant improvement would be to either provide an elevator to the mezzanine level or relocate some of the plumbing system equipment to the first floor level of the building if space can be found for
it. This would alleviate the movement of men and materials to the mezzanine with the use of a ship’s ladder and enable the institution’s plumbing systems to function more efficiently.

Existing Problems and Constraints
The existing facility is built on a small site that was previously the location of a fuel storage and sales company, small homes, apartments and commercial properties prior to being purchased by the State of Wisconsin. Surrounded by city streets on three sides and a railroad embankment on the east, there is no where for the institution to expand. Over time, the surrounding area has undergone development as neighboring properties have been reclaimed for new uses including a nearby school.

In general, the Center has been well maintained. However, as a result of the overcrowding much if it is showing signs of age and the wear and tear of heavy use. The original design capacity of the facility was 60 inmates; today the population is typically twice that number on any given day. There are existing problems with the building systems and the limited support space that present daily challenges for staff and inmates.

The existing water softening system for the building is not being used due to the difficulty of getting salt to the mezzanine floor. Ventilation, including make-up air for the bathrooms, is non-existent and significant deterioration of the wall and floor surfaces is evident in the showers. The issue of a lack of privacy in the showers is a concern. The proper solution of this condition will require the installation of partitions. The security camera system needs to be upgraded to improve coverage and clarity of image for recording purposes. In addition, there appear to be breaks in the plumbing lines and some of the cast iron piping has also deteriorated.

There is very limited program space available and there is a lack of adequate office and meeting space as well as storage in the building. The dining room is used for a variety of functions including inmate dining, visiting, dayroom, and program/meeting space. The over use of this space often limits its effective use for many of its intended functions.

There is a need for additional parking especially when the Center is fully occupied, all assigned staff is in the building, and visits are taking place. Much of the paved parking, the patio, and the sidewalks are cracked and in need of repair or replacement.

The exterior walls of the main building are masonry and partially covered with a berm. The exterior walls and windows are in an acceptable condition, although some of the door hinges are coming off. Also, the roof is original and may need replacement soon. Dampness and water in clothing storage areas are issues due to external water penetration near the loading dock.

Vertical access to the utilities room is a significant problem for maintenance; vertical access from the basement floor would be desirable. The water softener, located in the upper mechanical space, has gone unused for 10 years due to the difficulty of getting salt to its location. KCC would like to use it for both hot and cold water, but getting the product there is a health and safety issue due to its location on the mezzanine. The hot water heaters are 17 years old. The air conditioning unit is also an issue; the pad is tilting, and the decision must be made whether or not to mount it to the building or replace the pad.
The slab of the outdoor storage shed is below grade, causing water problems. Also, there is limited shop area for the maintenance staff, which requires KCC to contract out for services for Center repairs.

Expansion Capacity
The Center was designed to house 60 inmates and is now regularly occupied with twice that many inmates. This continued overcrowding has taxed all the building systems and necessitated that a limited number of spaces be used for multiple purposes on a mandatory basis.

The site is very limited in size and the demands of new development in the area make any future expansion of it highly unlikely. Even though this Center occupies a desirable location within the City it would be difficult to expand. Any available land in proximity to the site would most likely have to be used for additional parking in the future.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Need for access to the upper level mechanical room.
- Installation of an elevator or conveyor belt from first floor to the basement.
- Replacement of original roof.
- Replacement of kitchen equipment that has reached the end of its useful life.

Recommended Capital Projects and Estimate of Probable Cost
No major expansion project is being recommended for this Center.

Summary
The ability of the KCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the consultant that this facility address its current shortcomings and correct building systems and security systems where possible. Minimal expansions within the boundaries of the current site for storage, office space, mechanical equipment, and program should also be considered. Additional expansion for housing is not recommended.
Marshall E. Sherrer Correctional Center (MESCC)

The Marshall E. Sherrer Correctional Center was opened in 1981 as a minimum security facility for incarcerated adult males. The handicapped accessible Center is located on two acres of land in the central city area of Milwaukee. The primary focus of the MESCC is to assist adult male offenders, the majority of who will eventually be released to community supervision in Milwaukee, prepare for release and reintegration into the community. The Center emphasizes work release in order for offenders to save money for release, meet their financial responsibilities to victims and to support their own families. The inmates are expected to maintain their employment upon their release to community supervision. The agents from the Division of Community Corrections participate in the inmates’ planning for release.

Overview

The MESCC is one of thirteen minimum security pre-release facilities available to serve the male population. The mission of the MESCC is to provide inmates with an opportunity for work release and to assist in their successful re-entry to the community. Forty to fifty inmates are on work release outside of the center; eight inmates also have job assignments in the Center in food service, maintenance, janitorial, or inmate driver positions.

The Center emphasizes work release in order for offenders to save money for release, meet their financial responsibilities to victims and to support their own families. The inmates are expected to maintain their employment upon their release to community supervision. The agents from the Division of Community Corrections participate in the inmates’ planning for release.

The authorized staffing pattern for the Marshal E. Sherrer Correctional Center includes approximately 18.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $1,907,906, representing an annual per capita cost of $33,472 and a daily per capita cost of $91 for each offender served there. The average daily population during that same fiscal year was 57 male inmates.

As of May 9, 2008 the designated capacity for the MESCC was 32. On that same day a population of 61 men was assigned to the facility.

General Issues

The City of Milwaukee is a desirable location for minimum security bed expansion, and the MESCC is well received within the community and its location is ideal. Any potential opportunity for the state to acquire a City of Milwaukee parking lot immediately adjacent to the north side of the Center would offer a chance for additional minimum security bed capacity in this area. The existing staff parking lot is generally full and visitor parking is available on the street and in the City of Milwaukee lot to the north. Vehicle accidents and vandalism are a continuing concern in this area.

Due to space limitations in the Administration Building, three inmate rooms have been converted to staff offices on the inmate housing wings. Additional office space is needed in the administration area for the work release coordinator and employment support specialist. There is no conference room or break room available. Security staffing in this building includes one work release sergeant. There is no designated space for the reception and intake of new inmates to the Center. It is typically done in the day room or any area that is available.
The day room is available for recreation activities, including ping pong and pool tables. This room is also used as a conference/meeting room and houses the library. The inmate activities have been canceled at times to accommodate the center’s meeting/conference requirements. An indoor weight room is provided for exercise, as well as outdoor space for horseshoes and basketball. A law library and JOBNET computer are available in one corner of the visiting/dining area.

The dining area is also used for visiting on Tuesdays and Thursdays from 6:30 to 9:30pm and on Saturdays and Sundays from 11:00 to 4:00pm. The menu changes on the weekends to a brunch schedule to accommodate the visiting schedule.

The HSU area was expanded to better serve the inmate population, but is still lacking in space. A contract nurse and a medical program assistant provide medical services to inmates. The primary drug storage area is in the Nurse’s office; Central Control also maintains and distributes some items. There is one holding cell for temporary lock-up adjacent to the Control area.

The MESCC is very limited in all of its storage facilities. There is no designated property area; holding space is limited to closets and the storage building. Some relief is provided by the three outbuildings at MESCC: a shed, a garage, and food storage.

Inmate Population and Projections
Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the MESCC will continue. This facility provides a critical community-based experience for those inmates who will eventually be released to community supervision primarily in Milwaukee. Preparing them with responsible work habits and employment stability are important for their future success.

Infrastructure Considerations
The City of Milwaukee provides the sewer and water to the MESCC. The sanitary sewer and water supply piping has deteriorated badly, although the 4” sanitary main has not been a problem to date. The water pressure is low, and at times hot water demands exceed the available supply.

The MESCC has a back-up generator, which is able to power the entire facility for approximately twenty-four hours. The current electrical service in the building is at a critical point. The system is maxed out and the panels are full. The data lines are approaching the point of being overloaded; communications are run from a storage closet with poor ventilation. The electrical service for the control booth is supplied from below; a separate ventilation system for the space was provided five years ago. The telephone system appears to be new.

The dryers and food service equipment are gas-fired, and there is hot water heating. No central air conditioning is available in the facility; air circulation is provided through forced air ventilation and window units in the administration area. Fire protection is in place in the laundry room, boiler room, and dry storage area. The kitchen hood has a dedicated system, and the boiler, laundry and kitchen hoods all have sprinklers.
Security Considerations
A property-line, non-secure fence was installed in 2002, and there are building-mounted lights and one pole light in the parking lot. Up to 16 color cameras, two to three years old, monitor the interior and exterior of the facility. There are limited blind spots near the garage and storage sheds at the northeast corner of the facility. A key watch system is used to control staff key access.

Food Service and Laundry
There is one food service manager and two inmate cooks at the MESCC; food is prepared and served on-site. Daily meals are prepared for 60 inmates plus 8 staff. Bag lunches are also prepared daily for the 40 to 50 inmates on work release. The men at the Center are fed in one shift which requires the use of the visiting area to accomplish this in one seating.

The kitchen is currently operating beyond its capacity. The area is very small and offers limited storage space, with utensils and paper goods stored in an unheated, outdoor shed. There is no designated food preparation area. The equipment appears satisfactory; however most of it is original. The oven is six years old, the fryer is 20 years old, the range is 8 years old, and the mixer is 5 years old. The dishwasher is new. Most of the reach-in refrigerator units are newer. Currently there are no walk-in freezers or coolers. The reach-in units are all that are used, which are not adequate for the amount of food prepared. Five years ago a project was proposed to add walk-in cooler and freezer space, but it was not approved as part of the capital budget.

The food service office is located in the dry storage area. It is inadequate in size, does not allow for direct supervision of inmates and decreases the amount of available storage space. There is no direct line of sight from the kitchen to the Food Service Manager’s office.

The MESCC does not have enough space for laundry facilities. They have one, 12-year old institutional washer, and one institutional dryer. An extra washer and dryer are needed. The inmates use residential size units and have only two washers and one dryer for this purpose. The number available is inadequate for the Center population, but due to space limitations, no additional units can be provided.

Treatment, Education and Other Services
Due to the Center’s primary focus on assisting offenders in preparation for their release to the community and the emphasis on work release, no treatment programs are offered at the Center. Upon their arrival at the MESCC the inmates are required to remain in the Center for a period of fourteen days before they are approved for work release. During this period, their institution adjustment is monitored and they must complete thirty hours of Center duty. Once approved for work release the inmate is involved in a job readiness program and he begins his work search. The center also provides a Driver’s Education program to include Permit Instruction and Behind the Wheel training.

Inmates participate in the Joyce Foundation grant-funded New Hope Project, which is offered at MESCC every 60 days to inmates within 60 days of release. The MESCC also offers a voluntary, six week Nurturing Fathers Program to assist the men in developing nurturing attitudes and parenting skills which will be important tools in their reintegration process with their families in the community upon release.
Operational Considerations and Issues
Structurally, there are no problems with the MESCC facility and code inspectors verified that there are no current violations. The windows, however, are poor quality and single-paned. They do not seal well, allowing for air leaks. The roof is original construction built in 1981 and will eventually need replacement.

The location of this Center within the urban fabric of the city is beneficial programmatically and operationally. At the same time, however, there are problems related to its limited site area and neighboring properties. The Center appears to be well established and accepted within the community and offers a viable opportunity for men to complete their sentences and reintegrate into the community.

The major problem that the Center faces is that it is overcrowded and there are few options available to address it given the limitations of the existing site. Space is at a premium within the facility and the site is relatively landlocked with the exception of possible area to the north should that land be made available. Whether there is an option to purchase additional land is not known at this time and without more space, significant improvements to the existing center are not possible.

The staff is already doing everything it can to utilize the dining room and other program spaces for multiple uses and there is no other solution available to address the other space shortfalls.

Addressing the building systems and security needs of the Center will help staff deal with the day to day issues. Reducing the inmate population of this facility to approximately 50 men would be the most effective way to help alleviate some of the problems caused by the overcrowding.

Existing Problems and Constraints
The existing facility was originally designed to house 32 inmates. As a result of the current overcrowding, the designated capacity of the Center is 64 men. When it was constructed in 1981 it replaced an older facility in the same general area of the City of Milwaukee. The site is small and is adjacent to a City owned parking lot to the north and City streets on all other sides.

When the Center was built the site soil conditions were so poor that it had to be constructed on concrete piers. This condition eliminated the possibility of a full basement under the facility and resulted in an extremely limited amount of storage space being made available. The existing problems with the building systems and the limited support and administrative office space that are available present daily challenges for staff and inmates.

This Center was one of the first that was constructed with a central control booth that provided staff with the ability to observe inmates in most of the program areas of the facility while controlling access into and out of the Center.

There is a severe shortage of space at this Center. The food service area is completely inadequate and has insufficient storage space, preparation area, and space for serving and dishwashing. There are no built-in coolers or freezers and all food is stored in reach-in units that do not provide adequate capacity. Due to the large number of staff working at the Center, the administrative office area is severely taxed; many staff offices are also used for storage. There is no space available for staff meetings and when they occur, the dayroom or
inmate recreation spaces are made available for this use. The necessary overflow storage is provided with the use of small, unheated storage buildings that are separated from the main building and difficult to observe.

There is very limited program space available as well. The dining and dayroom areas are often utilized for a multitude of functions on the same day. These include inmate dining, visiting, dayroom, program/meeting space and intake and reception. The continuous demand for these alternatives uses of this space often limits its originally intended purpose and the moveable equipment provided in the space.

The building hot water system is less than adequate and the ventilation system is not effective. Water piping and sanitary sewer lines are in poor condition. The electrical service is fully utilized and there is no reserve capacity available. The administrative offices utilize window air-conditioners to provide tempered air during warm weather months. In addition, a new roof and window replacements will be needed in the near future; the existing ones are in poor condition and not energy efficient. The inmate laundries are also not adequate for the number of inmates housed in the building.

In the inmate housing area there are only a limited number of fixtures in the toilet/shower areas to meet the needs of the population housed there. There are 5 showers, 5 water closets, 3 urinals and 8 sinks to serve a population of 60 inmates which may not meet current code requirements.

There are areas of the site perimeter that require improved lighting and additional camera coverage. There is a need for additional parking when the institution is fully occupied, all assigned staff is in the building, and visits are taking place. The site has a control fence on three sides that is connected to the building walls on the fourth side.

**Expansion Capacity**
The Center was designed to house 32 inmates in 32 rooms. At the present time, three rooms have been converted to office use. The current population on a given day is 61 inmates. This level of overcrowding has taxed all the building systems and has mandated that most support spaces be made available for multiple purposes.

As noted, there are several areas within the building that are undersized and problems with the hot water and ventilation in certain building areas make everyday living difficult for the staff and inmates.

The site is very limited in size and constrained on three sides by city streets. If an expansion of the site to the north was possible through acquisition, it would offer the opportunity to expand the administrative wing of the Center and create space for other inmate programs in the vacated areas of the existing building. It is also imperative that additional space be developed on the east side of the building to expand food service and storage. Any remaining site area will be needed to expand parking and provide outdoor recreation area for inmates.

This Center, though occupying a good location within the City, will be difficult to expand on its current site and very costly to expand should additional land become available.
Summary of Institution Identified Needs

The following conditions were identified during the Consultants’ site tour:

- Expansion of the east wing to allow for an increase in the size of the kitchen and dining areas.

Recommended Major Capital Projects and Estimate of Probable Cost

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<th>Marshall E. Sherrer Correctional Center</th>
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Summary

The ability of the MESCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the Consultant that this facility address its current shortcomings and correct building systems and security systems where possible. The kitchen and dining area are in need of an expansion to better serve the population housed at the Center. Minimal expansions should be considered within the boundaries of the current site for storage, office space and program area. Additional expansion for housing is not recommended unless sufficient site area can be acquired to develop the necessary program and support, visiting, administrative space and parking that will be needed to accommodate the expansion and improve the operation of the existing Center.
McNaughton Correctional Center (MCC)

The McNaughton Correctional Center was opened in 1931 as a state hospital facility for the treatment of tuberculosis patients. The facility is listed in the National Register of Historic Places and the Wisconsin State Register of Historic Places as the Tomahawk Lake Camp Historic District. In 1956 the facility was converted to a state correctional forestry camp for inmates transferred from the Green Bay Reformatory. The Center is located on forty acres of land west of the Town of Lake Tomahawk in Oneida County. It provides pre-release services to inmates who have been transferred from other correctional facilities throughout the state and also serves probationers and parolees who have violated their community supervision and are placed at the MCC as an alternative to revocation (ATR).

Overview

The MCC functions as one of the thirteen minimum security pre-release facilities available to serve the adult male population. The mission of the MCC is to help prepare inmates for work release, prepare them for successful reintegration into the community and provide the necessary educational and treatment programs to help them address their needs. Developing positive work and behavioral habits are important aspects of daily living while at the Center.

The authorized staffing pattern for the McNaughton Correctional Center includes approximately 20.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $3,015,222, representing an annual per capita cost of $31,084 and a daily per capita cost of $85 for each offender served there. The average daily population during that same fiscal year was 97 male inmates.

As of May 9, 2008 the designated capacity for the MCC was 55. On that same day a population of 105 men was assigned to the facility.

General Issues

Originally constructed in 1927, Housing Unit 1 consists of a 12-bed dormitory and various sized rooms (single, 3-bed, and 5-bed) for a total of 45 inmates. The basement of this unit serves as a property area. There is only one exit from the basement property area, which presents security concerns.

Housing Unit 2 was constructed in 1968 and is used as general housing. There are 33 inmates housed in 17 rooms. Constructed in 1999, Housing Unit 3 is used as an Independent Living unit. This building has barrier-free accessibility. Twenty-four inmates are housed in 12 rooms.

The Administration Building lobby is the Center’s designated visiting area. There are generally 18 concurrent visits occurring in the summer months; because of extreme space limitations the opportunities for visits are reduced to 9 during inclement weather. The visiting hours are Friday from 6:00 to 9:00 p.m.; weekend and holiday visiting from 8:30 a.m. to 3:30 p.m. During the winter months from Labor Day to Memorial Day, visiting hours for weekends and holidays are from 8:30 to 11:30 a.m. and 12:30 to 3:30 p.m. The number of visitors is increasing.

The Chapel services are conducted in either the dining room or the multi-purpose building. Available programs and education are provided in the multi-purpose building. Nicolet College provides staff two evenings per week.
during the school year. LEXUS/Nexus and JobNet are accessible in the multi-purpose building. A satellite office for the WCCS Warden is located in the multi-purpose building. The building is also used for staff meetings and meetings with outside agencies. Restrooms are not available in the building, however.

The Wood Shop is located in the upper power house. It is staffed by a workshop instructor from the Building Trades Program and has six to ten inmates participating in the program. An additional three to five inmates work in the cabinet shop, making furniture for the Centers, for donations and as community service projects. The maintenance area, also located in the Power House, is adequate for the facility.

The Recreation Building provides the inmates with diverse opportunities including a library, gymnasium, and weight room. Pool tables, foosball, volleyball, softball, horseshoes, basketball, fishing, and rowing are some of the recreational opportunities provided. The gymnasium is adjacent to Housing Unit 2 through a connection at the basement level.

The Health Services Unit was remodeled in 2005, and remains in good condition with adequate space for the services provided. A contract nurse provides service on site for 30 hours per week, and one nurse practitioner is available on the weekends. A limited term employee LTE Medical Program Assistant works up to 20 hours per week. Inmates requiring major medical care are transported off-site to the Marshfield Medical Clinic and the Howard Young Medical Center, both located in Woodruff. Inmates requiring dental care are transported to the Lincoln Hills School.

Inmate Population and Projections
Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the MCC will continue. This facility provides an important transition for those inmates who will eventually transfer to a minimum facility closer to the community in another part of the state where they will be released to supervision. Preparing them with responsible work habits is important for their future success.

Infrastructure Considerations
Two wells on the MCC property provide water to the Center through a four-inch main that provides 60 psi water service at the buildings with a capacity of 60 gpm. The original well was built in 1950, and the new well was constructed during the 1998 infrastructure update. The water provided is hard water with no softener system available. Recent discussions with the Department of Natural Resources (DNR) suggest that, in the future, the facility will be required to chlorinate and chemically treat the water.

An eight inch sanitary main is at fifty percent capacity with four inch laterals extended to each building. The sanitary main gravity drains to a wet well, then is pumped through a forced main to the Lake Tomahawk sanitation district, located three miles away. The MCC discharge makes up fifty percent of the district's capacity. The Center does not have a grinder pump or screen system on the sanitary line. The sewer district would like to have a screening method installed; agreement on who would cover the cost has yet to be reached.
The Food Service Building has a hot water booster to provide 180 degree water for dishwashing. When both the laundry and the dishwashing systems are running, the water pressure is low. The service at this building has minimal additional capacity.

The housing units each have 100 gallon, 250 MBTH water heaters. None of the Center buildings have fire sprinkler systems. The emergency shower/eye wash station requires a tempered water supply but is currently supplied with cold water.

Each building has stand-alone, gas-fired boilers that provide hot water heat. The system works well for the layout of the facility. Housing Unit 2 and the gymnasium use an 800 MBTH heating boiler, Housing Unit 1 has two staged 130 MBTH heating boilers, and Housing Unit 3 has one 130 MBTH heating boiler. The Center recently removed the central steam heating system and replaced it with the above-described system.

The dining room and kitchen have make-up air units with hot water coils. The housing units use perimeter hot water radiation systems for heating and operable windows for ventilation. To improve ventilation in the housing units, additional mechanical ventilation should be provided. Pneumatic controls are used throughout the Center and were updated in 1998.

The electrical distribution system was recently rewired and is in good condition. Within the last four years, the main components have been updated. The Center has 120/280/3 phase, 400 amp electrical services, with additional panel space available. The panels in Housing Unit 2 date to 1968, making it difficult to find replacement components for them. The panels below the food service area have similar issues and need to be replaced.

A 60 KW generator system provides emergency power to 75% of the Center. The system does not have extra capacity. Replacement parts are difficult, if not impossible, to find.

Centrally located in the main administrative building, the fire alarm is a Notifier System. The system consists of pull stations and detectors. Housing Unit 1 is not connected to the central system. Housing Unit 3 was recently connected to the main panel. The system has reported false alarms due to moisture on the sensors. When they occur, the system will automatically reset itself. The batteries are replaced on a frequent basis, typically once a month.

Security Considerations
Thirty-two cameras throughout the facility cover the perimeter and housing units. The system is only two years old and is in good condition. There is a combination of 16 pan/tilt/zoom (PTZ) cameras and 16 fixed cameras. Cameras are monitored at the Control Center. The Captain’s Office has the ability to monitor any 16 of the cameras at one time. Recording is handled by a digital video recorder (DVR) system with a one-month recording capacity. The system can also copy video on to the DVR.

A man-down emergency alarm is connected to the local law enforcement communications system. For non-security staff there is a security pendant duress alarm system. The MCC has a Morse key watch system.
utilizing the “smartkey” feature for accountability of all Center keys. The Center also has one temporary lockup wet cell. The OC pepper spray is secured in a locked box in the Control Center and the Captain’s Office.

Food Service and Laundry
The MCC food service operation is staffed by a Food Service Leader and eleven inmate workers. It operates between 3:00 a.m. and 7:00 p.m. daily. Over 300 meals, including 55 bag lunches and 17 staff meals are served each day. Even though the existing space is working, a major renovation would significantly improve work flow and daily operations. There is no room for expansion without major renovations. Constructed in 1927, the building has never undergone major renovation work. The kitchen equipment remains operational and is replaced as needed. The dishwashing room was remodeled in 2001 and is working well. However, the walk-in cooler/freezer is inadequate. The kitchen exhaust hood is not working adequately and replacement of the squirrel cage exhaust system is required. Food services storage is poorly located within the building. Furthermore, the office doubles as a storage room. The main corridor runs through the center of the kitchen. The Food Services Building is a contributing resource to the Tomahawk Lake Camp Historic District, and this must be considered with any renovation work.

Centrally located in the basement of the food service/dining building, the laundry has three 30-pound washers and two 50-pound dryers. One of the washers is approximately 10 years old, one is approximately five years old, and the third is approximately two years old. All washers and dryers are in good condition. There are two inmate laundry workers, each working eight hours per day. The laundry space is also used for clothing storage. Unit Three, the Independent Living Unit has residential laundry equipment in the basement for the inmates to use.

Treatment, Education and Other Services
Due to the Center’s primary focus on assisting offenders in preparation for their release to the community and the emphasis on work release, no treatment programs are offered at the Center. All inmates are assigned to full-time work assignments supporting Center operations. Daily, two crews of fourteen inmates work off-grounds completing community service and state forestry projects. The Center operates a saw mill and a small wood and cabinet shop. On average, twenty to thirty inmates are placed on work release assignments in local communities.

The Center does offer the inmates assistance and tutoring in adult basic education and preparation for obtaining their Graduate Equivalency Diploma (GED) or High School Equivalency Diploma (HSED). Local volunteer support group programs are also available through Alcoholics Anonymous and Narcotics Anonymous.

A number of Re-entry support programs including the employment resource lab, the release readiness/victim impact program (RR/VIP) and tobacco cessation program further assist the inmates in preparing for their return to the community.

Operational Considerations
The existing facility was opened as a state hospital before being converted to a correctional forestry camp for inmates. The location of the Center in the vicinity of Tomahawk, Wisconsin is beneficial for its access to diverse
work environments. The Center is well established within the community and offers a viable opportunity for men to complete their sentences, gain valuable work experiences, and transition back into the community.

The major problem that the Center faces is overcrowding. While there is area within the property to provide new housing, the lack of support services should be examined. The staff is doing everything it can to utilize program areas for multiple functions, but space within the facility is at a premium. To address most of the space shortfalls, additional space provided through expansion or new construction would be required.

Addressing the building systems and the security needs of the Center will assist the staff in dealing with the day to day issues. The addition of new visiting, administration, and support services would also improve the lack of staff space that is available.

Existing Problems and Constraints
The original design capacity of the Center was for 55 inmates; the current population is typically double that number. Even though some additional housing has been constructed it has not fully alleviated the overcrowding.

In general, the Center has been well maintained. However, as a result of the overcrowding, much of it is showing signs of age in addition to excessive wear and tear from heavy use.

The administration building lobby is also used for visiting which is in great demand as a result of the increased inmate population. The multi-purpose building is used for a variety of functions but lacks restroom facilities.

The Administration Building has deteriorated water pipes that need to be replaced. The pipes are manufactured from steel and the flow of water is reduced due to the age of the pipes. The water service to the overall building is located in the tunnel between the Administration and Food Service/Dining Buildings. The Administration Building has one public restroom that is not sufficient. In order to provide separate facilities for men and women, an additional bathroom is needed. Furthermore, the existing bathroom needs to be modified to meet the ADA standards. All available offices in the Administration Building are assigned to existing staff; additional space is needed for the LTE Medical Program Assistant, DOC staff visitors and volunteer staff.

The food service work flow and daily operations would be improved with a major renovation and addition.

Expansion Capacity
The location and extent of available property on the site would allow for an expansion of inmate housing capacity. However, any population increase will require additions and renovations to provide the necessary program and support services.

Since the MCC is also located within the boundaries of the Tomahawk Lake Camp Historic District any proposed work may be subject to review under applicable state and federal regulations.
Summary of Institution Identified Needs

The following conditions were identified during the Consultants’ site tour:

- Remodel the food service area
- Replace and standardize all lock cylinders.
- Insulate the exterior walls of Housing Unit 1.
- Improve the air exchange in all the housing units.
- Extensive sidewalk and pavement repairs needed.
- Fire alarm system upgrade needed.
- Add a “Muffin Monster” or bar screen on the sewer line.
- Upgrade the generator to 80 KW.
- Add bathroom to Multi-purpose Building.
- Increase program space.
- Replace existing ramp to administration.
- Add staff bathrooms to administration building.
- Replace hot water piping in Housing Unit 1, Food Service, and Administration Buildings.
- Replace shower room in Housing Unit 2.
- Replace main and selected electrical panels.
- Add a new Intake and Orientation Unit.
- Construct a new administration building.
- Add a water softener system to address the hard water problems at the Center.
- Remove power plant stack.

Recommended Major Capital Projects and Probable Estimate of Cost

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<tr>
<th>Renovate the kitchen and dining areas; construct a new administration building</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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**TOTAL:** $ 2.4m

Summary

The ability of the MCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system. It is the recommendation of the Consultant that this facility should not be expanded at this time and efforts should be made to address the existing space limitations and shortages and correct the deficiencies in the building systems and infrastructure. The necessary renovations to the kitchen and dining area and the construction of a new administration are priority recommendations for this Center.
Oregon Correctional Center (OCC)
The Oregon Correctional Center was originally opened in 1928 as a minimum security facility for incarcerated adult males. The Center is located on 850 acres of land near the City of Oregon in Dane County. The facility operates a major farming program that processes raw milk for use by the Department of Corrections creamery in Waupun. A swine production program is also in operation at that site. The Center is in close proximity to the Oakhill Correctional Institution and the DJC SPRITE program facility.

Overview
The OCC is one of the thirteen minimum security pre-release facilities available to serve the male population. The mission of OCC is to maintain a safe and secure Center that facilitates the successful reintegration of inmates into the community through the provision of work release opportunities. The OCC staff strives to assist the inmates whenever and however they can, but ultimately it is the inmates’ responsibility to determine the outcome of their stay through attitude, motivation, and the desire to avoid a return to prison.

The authorized staffing pattern for the Oregon Correctional Center includes approximately 21.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the Center was $2,923,775, representing an annual per capita cost of $25,647 and a daily per capita cost of $70 for each offender served there. The average daily population during that same fiscal year was 114 male inmates.

As of May 9, 2008 the designated capacity for the OCC was 78. On that same day a population of 125 men was assigned to the facility.

General Issues
The facility is currently not in compliance with the Americans with Disabilities Act (ADA). Handicapped inmates are sent to other correctional centers or minimum security facilities such as Oakhill Correctional Institution, Fox Lake Correctional Institution and Winnebago Correctional Center. Although there is one holding cell for segregation, OCC does not have any temporary lock-up facilities. Inmates requiring temporary lock-up are moved to the Oakhill Correctional Institution.

The recreation space in the “Sprung” fabric skinned dome-like building and the outdoor recreation space are very limited. The cost to maintain existing security cameras that malfunction is also an issue.

The Health Services Unit (HSU) was recently enlarged and is functional for the amount of space that could be made available. A contracted nurse works 30-40 hours per week. The OCC has seen an increase in inmates with chronic health issues, including asthma, diabetes, high blood pressure, and mental health problems. Physician and dental appointments are performed at Oakhill Correctional Institution (OCI) or the University of Wisconsin-Madison Hospital and Clinics. Psychological Services appointments are conducted by the OCI, either on site at the Center or at OCI. The secure medications cabinet is locked but not alarmed.

The capability exists to increase the available beds within existing facility. Increasing beds would require additional jobs in the community. The inmates who participate in work-release are required to pay for a portion of their room and board costs.
The OCC has two housing wings with 57 rooms, consisting of a combination of single, double, and 4-person rooms. There are only three single rooms per wing, and group style toilet and shower facilities are located on each housing wing. A remodeled toilet and shower facility is also located in the basement. The housing floor toilet and shower facilities are original, and the bathtub areas are used as maintenance space and not by inmates for bathing.

The visiting space is not sufficient for the number of visitors, due in part, to the increase in Dane County inmates housed at the OCC as well as the Center’s proximity to Madison. The capability for video visits is not available. Currently, all visiting takes place in the lower level of the facility where there are 14 four-person tables available. When weather permits, the outside visiting area has twenty-eight tables that accommodate six to eight visitors per table. The inmate visits are held on Wednesdays from 6:30 p.m. to 9:00 p.m. and on weekends and holidays from 11:30 a.m. to 4:30 p.m. Inmate pat searches and random strip searches are conducted at the conclusion of visits to control the introduction of contraband in to the Center.

Inmate Population and Projections
Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the OCC will continue. This facility provides an important transition for those inmates who will eventually be released to communities in the southern part of the state. Preparing them with responsible work habits, whether they are obtained through work experience gained in the Center, on the correctional farm operation or while on work release in the local community, will be critical for their future success.

Infrastructure Considerations
The asphalt has been replaced in the parking areas and driveway; the roof was replaced following the 1992 tornado. As of June 2007, a project was underway to replace insulation, ceilings, and catwalks.

The Village of Oregon provides sewer service to the Center. A contract is currently being negotiated between the DOC and Village of Oregon regarding flow capacity since the current contract limits improvements at the OCC and the Oakhill Correctional Institution (OCI). The OCI provides water to the Oregon Correctional Center. The toilet fixtures in the basement were replaced in 2006. The fixtures in the east wing are satisfactory, but the tub should be converted to a single shower. The fixtures in the west wing should be replaced and the tub converted to a single shower. There is no water-based fire protection system at the Oregon Correctional Center.

There are two Paterson-Kelly gas fired hot water boilers that generate hot water for heating. Two Bock, high efficiency, gas water heaters generate domestic hot water. Two Hellenbrand water softeners provide softened water. The boilers, water heaters, and softeners were installed in 2006 and are in good working condition. The basement air handling unit (AHU-1) serves the offices, has a hot water coil and direct expansion cooling coil. The unit was installed in 1970 and should be replaced. The west wing air handling unit (AHU-2) has a hot water coil with no cooling, and was installed in 1990. It is in satisfactory condition. The east wing/kitchen air handling unit (AHU-3) has a hot water coil and was installed in 1970. It is in very poor condition. The air handling units use electronic controls, which should be replaced with DDC controls. Small, split AC units provide air conditioning for administrative areas, the HSU, and the Central Control. Two, Reznor gas-fired...
heating/ventilating units serve the Dome. The units are undersized and do not maintain space temperatures in the winter.

The main electrical panels are located in the basement, in poor condition, and need to be replaced. The electrical system is original and replacement parts are expensive. The Simplex fire alarm and smoke detection is adequate, but there are no sprinklers in either building.

The emergency generator serves part of the control center, Administration, some lights and cameras, but nothing in other areas of the building, including the main Food Service area. However, the emergency generator does serve the overflow coolers and freezers in the basement. With the generator’s limited service, its size is inadequate to address the needs of the Center.

Security Considerations
The security cameras, fire alarms, panic alarms, the PA system, and state radios are monitored in the Control Center. Video surveillance is located in most of the lower level corridors, dayrooms, dining and visiting areas, the “Sprung” building, garage and exterior spaces. The staff monitors activity using split monitors with call-up to a specific monitor. The exterior site lighting is adequate.

The main entry doors are unlocked from 7:00 a.m. to 4:30 p.m. by electrical strike at the frame. The living unit exit doors have timed release, push-bar exit devices with alarms only at the control center. The inmate exit doors are never locked from the inside of the buildings. The inmate counts are conducted based on the Division of Adult Institutions (DAI) policy. A key watch system is used to maintain security of the Center keys. Random drug testing is done, and analysis is performed off-site at the Drug Abuse Correctional Center (DACC).

During the three years the cameras have been in place, staff has experienced many problems with the cameras. In addition, the video recorder has been replaced once. Although cameras have been added to the facility, the cost to maintain cameras that malfunction is an issue.

Food Service and Laundry
The food services area was originally designed for workflow and refrigeration/freezer space for a capacity of 78 inmates. Approximately 125 inmates and 12 staff members are being served on a daily basis. Eleven inmates work in the food service area as cooks, bakers, and dishwashers.

The dining room is used for inmate and staff dining, but does not have adequate space for the current population. The meals are served in three shifts: two for inmates and one for staff. There are forty breakfast and lunch trays being prepared daily for the farm workers. Up to 80 bag lunches are prepared each day for inmates working off-site. A greater number of special or modified diets for inmates are required which also affects the food service preparation and staff time.

The existing equipment is in reasonable condition and original equipment is being replaced as needed. The walk-in cooler and freezer do not provide sufficient storage capacity for the Center. There is also no central storage area or warehouse for food. The dry goods and overflow from the freezer space are stored in the
basement; having to carry it to the upper level makes transport difficult. The addition of a loading dock would help in storage and transport of food to and from the basement.

The bakery area where breads, desserts, buns and other baked goods are prepared operates in a shared, inadequately sized area, with the pot and pan wash area which creates a safety concern. The bakery is operated during the third shift without designated staff supervision. The Correctional Food Service Leader’s office is very limited in size.

The OCC laundry is located in the basement of the main building. One and one-half inmate positions are required to handle the Center laundry. There is one industrial washer and one industrial dryer that were replaced in 2005. A small laundry area is located in the east wing for inmates to wash their personal laundry. This area has two electrical, residential washers and dryers. The clothing and linen storage is adequate.

**Treatment, Education and Other Services**

There are no educational or vocational programs currently available to inmates at the OCC. In addition to work release, the programs available to inmates at the OCC include a ten week AODA aftercare program which focuses on maintaining recovery, relapse prevention and support services, Alcoholics Anonymous, religion-based programs, and the Employment Readiness Training Program.

The Center does offer inmates assistance in adult basic education and preparation for obtaining their Graduate Equivalency Diploma (GED) or High School Equivalency Diploma (HSED). Local volunteer support group programs are also available through Alcoholics Anonymous and Narcotics Anonymous. A small library is also available in the facility.

**Operational Considerations and Issues**

The location of the Center on the outskirts of the City of Madison is beneficial for work release opportunities for inmates and its access to diverse work environments. The Center is well established within the community and offers a viable opportunity for men to complete their sentences, gain valuable work experiences, and transition back into the community.

The major problem that the Center faces is crowding. There is area within the existing boundaries of the property to provide new housing. Any future plans to expand the Center must also address the existing shortfalls in support, program and administrative spaces.

In addition, the ongoing negotiations with the Village of Oregon regarding flow capacity of the water provided to the OCC, as well as the OCI, should include a discussion of the possible expansions at each of these sites.

**Existing Problems and Constraints**

The existing facility is built on a large rural site that is adjacent to Oakhill Correctional Institution and the Oregon Farm which is operated by Badger Correctional Enterprises. The Center was in the path of a tornado in 1992 that caused significant damage to the main building and many of the farm structures. Following that event, the Sprung fabric structure was erected to provide temporary housing for the inmates while repairs were made to the Center.
The Center is co-located with the Correctional Center System Administrative offices that are housed in a two story wing of the building located on the south side of the structure. Access to this office space as well as the Center is through the same single entry point. The facility does not have a perimeter security fence around it and it is difficult to control contraband from entering the site.

Since 1992, the Center has generally been well maintained but overcrowding is causing much of the equipment and physical plant to show signs of aging and deterioration from excessive use. The original design capacity of the facility was 78 inmates but the Center generally houses 125 inmates on any given day. There are existing problems with building systems and limited support space that presents daily challenges for staff and inmates.

The building systems are generally in good condition with the exception of the air handling units which are very old and need to be replaced. Also, the emergency generator is too small to supply the entire building and needs to be replaced.

There is limited program space available and a lack of adequate office and meeting space as well as storage in the building. The dining room is used for multiple purposes including inmate and staff dining and a variety of program/meeting needs as well. The dining area is too small and cannot accommodate the entire inmate population at a single feeding; the meals must be delivered in shifts. Also, the food preparation area is very small and does not have adequate space on the first floor for dry food storage, bakery, refrigerated and frozen storage and a staff office. Many functions that should not be placed in proximity to one another, such as bakery and dish washing, currently exist that way which is a concern for potential contamination of food products.

Additional parking is needed especially when the Center is fully occupied, all assigned staff is in the building, and visits are taking place.

In the housing building, the windows are not secure and have infiltration problems, possibly due to the settling of the building. The windows have been difficult to seal at the joints. Water leakage at specific locations in the basement room is also a problem.

Expansion Capacity
The Center routinely holds more inmates than it was originally design to do. This forced overcrowding has taxed all the building systems and made the use of a limited number of spaces for multiple purposes mandatory.

The site does have the potential for expansion even though it is somewhat limited by the surrounding areas that are being used for farming purposes.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Expand current kitchen to meet the needs of the Center.
- Replace windows throughout the main building.
- Replace doors in the visiting area.
- Upgrade the heating, ventilation and air conditioning system.
- Upgrade the emergency generator.
- Add a loading dock for deliveries.
- Replace the fabric on the “Sprung” structure.
- Replace the driveway and parking lot asphalt.

**Recommended Major Capital Projects and Estimate of Probable Cost**

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<tr>
<th>Project Description</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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**Summary**

The ability of the OCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the consultant that this facility address its current shortcomings and correct the building systems and security systems where possible. In addition, a 150 bed housing unit expansion is possible and is being recommended. Any expansion of the current capacity of the Center must also address the need for expanded visiting, program and food service capability.

Another consideration would be to relocate the Correctional Center System Administrative office from this building and convert the existing office space to additional program space and possible housing for the Center.
St. Croix Correctional Center (SCCC)

The St. Croix Correctional Center was originally opened in 1991 as a minimum security facility for incarcerated adult males. The Center is located on 34 acres of land in a farming community near the City of New Richmond in St. Croix County. The St. Croix Correctional Center operates a military style boot camp program known as the Challenge Incarceration Program, for adult male and female inmates. The site contains a 40,000 square foot metal fabricated structure completed in 1994 to house the SCCC administrative and staff offices, male inmate dormitories with toilet/shower facilities, food services, combined dining hall/gymnasium, laundry, and general support facilities. Built in 1978 and called the Atlas Building, the original modular structure was expanded in 1985 to be used for educational programs and housing. The Athena Building, a modular structure built in 2003, houses the female inmates.

Overview
The SCCC functions as one of the thirteen minimum security pre-release facilities available to serve an adult male and female population. The mission of the SCCC is to offer a specialized, voluntary program that includes military bearing, individual and group counseling, structured education, AODA treatment and education, daily work and release planning to help prepare inmates for successful reintegration in to the community. The mission of the Challenge Incarceration Program (CIP) is to provide inmates the opportunity to gain the personal resources needed to return to the community, to successfully complete parole or extended supervision, and to remain crime and drug free. This program is offered in an environment that affords safety for staff, inmates, and the community, as well as allowing inmates the opportunity to make the needed changes in their lives.

The authorized staffing pattern for the St. Croix Correctional Center includes approximately 47.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $4,652,834, representing an annual per capita cost of $42,298 and a daily per capita cost of $115 for each offender served there. The average daily population during that same fiscal year was 110 inmates.

As of May 9, 2008 the designated capacity for the SCCC was 94 males and 12 females. On that same day a population of 115 men and 13 women was assigned to the facility.

General Issues
The main building was constructed in 1994. It is generally compliant with the Americans with Disabilities Act (ADA) and accessible for staff and visitors. Other buildings on the campus, however, are not ADA compliant or accessible. The Atlas and Athena Buildings have ramps but the bathrooms are not ADA compliant.

The administration area is generally adequate for current needs. The storage space in the Athena Building is sufficient. The exercise and recreation areas include a gymnasium, an outdoor obstacle course and running track. All religious services are held in the gymnasium, which is also a multi-purpose room. The inmate visiting, allowed only on weekends, also takes place in the gymnasium.

The Health Services Unit (HSU) is small and considered inadequate in size. The female population generally places a greater demand on the HSU services. A contracted nurse is available 40 hours per week, and a physician comes to the Center once a month. A larger room is needed in addition to more storage space.
Inmate Population and Projections
Given the continued overall increase in the number of incarcerated men and women served by the Department of Corrections and the need for a continuum of services across all levels of custody, the demand for programs at the Centers will continue. The unique voluntary nature of the CIP program and the opportunity for release to the community upon successful completion has resulted in a waiting list of offenders wanting to participate in the Challenge Incarceration Program. An opportunity to expand the facility and program would be invaluable to the needs of offenders in the correctional system.

Infrastructure Considerations
The City of New Richmond provides water to the SCCC. The 3" water main serves toilet/shower rooms in the main bldg and female dorm, and plumbing fixtures in laundry, food service, and education trailer. Two AO Smith, gas fired water heaters provide domestic hot water for the facility. The plumbing fixtures and piping are in good condition and have capacity for expansion of the domestic water system. The women’s dorm is the only building that is sprinklered; a new fire service lateral would be required if a wet pipe fire protection system is installed in the main building.

The City of New Richmond provides sanitary sewer service. The facility does not have grinder pumps or a screening station, but there are no reported complaints from the City. The sanitary piping and systems appear to be in good condition.

Each building has its own heating, ventilation, and air conditioning (HVAC) system. The main building has two gas-fired, hot water boilers, each with 1500 mbh capacity to provide hot water for perimeter radiation and heating coils in the air handling units. The administration area is air conditioned and includes terminal VAV reheat boxes. The main housing unit, kitchen, laundry, and gym are served by air handling units with heating coils. The controls in the main building are pneumatic. The female dorm has forced air heating and ventilation. The education trailer has exterior, wall mounted AC units. The HVAC systems are adequate and in good condition except for complaints of insufficient ventilation in the main housing unit, kitchen, and gymnasium.

The facility has a 600 amp 120/208 3-phase electrical service. The electrical power distribution and lighting systems are adequately sized and in good condition. A 125 kilowatt diesel generator serves the main building. A Simplex fire alarm system serves the main building and the female dorm.

Security Considerations
The SCCC has a total of 20 cameras; three exterior and 17 interior cameras with recording capability. The cameras can be monitored in the Control Center and in the Superintendent’s office. There is a key watch system in place. The exterior doors are secured at night. The SCCC does not have a segregation unit. The exterior lighting, as well as the overall security system, is adequate for this facility.

Food Service and Laundry
The food service area operates from 5:30 a.m. to 7:00 p.m., serving approximately 412 meals per day. The entire population is served in a single feeding. The staff includes a Corrections Food Service Leader and 16 inmate workers. Overall, the food service equipment is in acceptable condition but is showing signs of hard use.
More dry storage and refrigeration space is needed, as well as more work space. The ventilation is not adequate in the kitchen and dining areas.

The laundry service for the male inmates is centralized in the basement area and operated by the inmates. The female inmates have small residential-type laundry machines in the Athena Building.

**Treatment, Education and Other Services**

The SCCC offers two residential programs: the 180-day Challenge Incarceration Program (CIP) and the 120-day Alternative to Revocation (ATR) program known as ATLAS. The CIP was originally developed in 1991 to serve a population of 18 adult male inmates; today it serves up to 132 males and females. The ATLAS program began in 1995 with eight adult male inmates and is directed toward probation and parole clients who have violated their community supervision and are facing a possible revocation action. Both programs are structured around strict discipline and treatment. The participants in each program must meet specific criteria in order to participate in the programs, in addition to voluntarily agreeing to participate.

The SCCC program activities are focused on a number of critical areas: military bearing includes intensive instruction in military bearing, courtesy, drills and physical exercise; both individual and group counseling focus on criminal thinking and rational behavior therapy; structured education emphasizes ABE and HSED skill development and individualized educational programs for those functioning above those levels; AODA assessment, abstinence based treatment and education; daily work assignments including manual unskilled labor for local non-profit organizations; daily evaluation of the inmates’ progress; movement through program phases; and release planning.

The educational services are provided in two classrooms with four teachers. The available academic programs include ABE, HSED preparation, HSED Testing Center, TABE Testing, ACT Prep, ACT Testing Site, DOC EDNET Programming and Family Awareness classes. A small computer lab and small library are located in the Atlas Building. The Atlas Building was built in 1978 and is in poor condition. It is not considered safe in certain high wind and storm conditions. When it was originally built, the Atlas Building was intended to be a temporary building.

**Operational Considerations and Issues**

While the main building metal roof is in good condition, caulking around the screws is needed. The administrative area file room is too small. There is also a need for a staff training area. Throughout the facility, general storage is inadequate. The Atlas building lacks toilet and shower space.

During periods of severe weather such as tornado warnings, there is a lack of space for everyone to seek refuge in. The staff and inmates are evacuated to the dry food storage area in the basement which creates a health and safety issue due to the number of people in one area with the food supplies.

An addition to the main building is not likely to impact the number of staff since it would essentially replace existing facilities. However, it would centralize housing and education functions for the Center, which would enhance operational efficiency and simplify security. The vacated modular buildings could be razed or used for non-intensive secondary purposes.
Existing Problems and Constraints
The original facility modular structure, dating from 1978 and expanded in 1985, is in marginal condition and in need of replacement. It is presently used for housing and educational programs. The modular structure is of light construction and not energy efficient. In spite of good maintenance over the years it is simply reaching the end of its useful life.

The main building, constructed in 1994, houses the administrative functions, food service, male housing with toilets and showers, indoor recreation and general support facilities. This building has several unique shortcomings, such as a flexing floor structure, but is generally in good overall condition and mostly ADA compliant. Several support functions, such as administration and the HSU, have space deficiencies.

The female inmate housing structure is a modular building dating from 2003. It is also very light construction and is not energy efficient.

At the present time it is not known what, if any, approvals for any addition to the SCCC would be needed from the City of New Richmond.

Expansion capacity
The existing site is adequate enough to accommodate another housing wing adjacent to the gymnasium which would mirror the existing housing and support wing. This addition could provide replacement housing and education support space for the existing modular structures if a decision is made to replace them. A basement could also be provided with this addition to accommodate storage needs and provide for a severe weather shelter.

The utility infrastructure is adequate to support an addition to the main building.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants' site tour:

- Eliminate the 1978 temporary education/housing modular building and move those functions to a new wing in the main building.
- Complete the planned new housing/education wing, including two wet cells, for the main building.
- Expand the Health Services Unit.
- Provide a staff training room and conference room.
- Provide more general storage space for food supplies, property, and summer supplies.
- Improve the ventilation in the food service area.
- Improve the barracks flooring.
Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>St. Croix Correctional Center</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
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Summary

The ability of the SCCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

The St. Croix Correctional Center is presently operating at capacity and has a waiting list for the Challenge Incarceration Program. Some of the facilities at this institution clearly need replacement, and it would be relatively simple to provide additional housing and support facilities to meet those needs and expand the availability of this program to other inmates.
Sanger B. Powers Correctional Center (SBPCC)

The Sanger B. Powers Correctional Center was opened in 1982 as a minimum security facility for adult male offenders. The Center is located on approximately 1,700 acres of state-owned farmland north of the Village of Oneida in Outagamie County. The SBPCC is a minimum community custody facility that makes available meaningful work opportunities for inmates.

Overview
The SBPCC is one of the thirteen minimum security facilities available in the system to serve the adult male population. The mission of SBPCC is to prepare inmates for re-entry into the community with a focus on after-incarceration employment. The inmates are provided various work assignments at the Center, on the Oneida State Farm, on community service project crews, performing work for non-profit agencies and local governments, and actual work release placements to gain necessary work related experience. The Center can also assist the inmates in seeking and maintaining employment upon release and offers them support in obtaining necessary identification papers, a drivers license, veteran’s benefits and social security card. The center facilitates the services of community volunteers and support groups such as Alcoholics Anonymous (AA) and Narcotics Anonymous (NA).

The authorized staffing pattern for the Sanger B. Powers Correctional Center includes approximately 23 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $2,929,173, representing an annual per capita cost of $24,208 and a daily per capita cost of $66 for each offender served there. The average daily population during that same fiscal year was 121 male inmates.

On May 9, 2008 the designated capacity for the SBPCC was 60. On that same day a population of 118 men was assigned to the facility.

General Issues
Upon arrival at the SBPCC, inmates are received, go through intake and are assigned to the dorm, or when available, to the rooms. There are two holding rooms used for temporary placement of inmates awaiting transfer to a lock-up unit at another correctional facility.

The inmate housing is located on two wings consisting of thirty, 80 square foot rooms that are double bunked. A dayroom was converted to provide space for eight additional beds in order to accommodate emergency DOC bed needs.

Originally part of the dining room, the multi-purpose room serves as the Center’s conference room and is also used for visits, Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) meetings, staff training, legal visits, overflow dining, meetings, support groups, church, programming, on-site interviews, inmate intake processing (seven to eight are processed at one time), property, and canteen services. The administration area file room is also used as the Parole Board meeting room, as well as the employee break and lunch room. The copy room/office supply storage area is utilized as the staff office to monitor visits. There are no vocational or school programs at SBPCC.
Visiting occurs on Wednesday nights, Saturdays, and Sundays. Approximately 15 visitors come on Wednesdays and up to 30 on the weekends. The parking lot is adequate for visitors and staff at the facility.

Outdoor recreation options include baseball, basketball, horseshoes, and volleyball. There is a walking trail on the property. The current dayroom also functions as an exercise room with a weight machine provided for inmate use. This is the only indoor recreation available. Job Net has been available since early 2007 and is heavily used by the inmates, as is the inmate library. Through donations, books are provided to the Center.

The Center’s partial basement is used for storage of food, textiles, clothing, general laundry, cleaning products, maintenance supplies, and mechanical. The dog training program space, located north of the center building, provides additional storage space.

The Health Services Unit (HSU) is staffed by a contract nurse, 30 hours per week, and one LTE medical program assistant. A visiting doctor staffs the HSU every two weeks. The Bellin Hospital in Green Bay handles off-site treatment of inmates. On Friday, the Green Bay Correctional Institution (GBCI) provides dental services, as needed. The GBCI also provides psychological services on a referral basis. The HSU consists of an exam room and an office. There is a locked cabinet for medications. The size of the HSU is adequate for the function and current population at the Center.

**Inmate Population and Projections**
Given the continued increase in the number of offenders served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at SBPCC will continue. This facility provides an important transition for those inmates who will eventually be released to community supervision in other locations throughout Wisconsin. Preparing them with responsible work habits is important for their future success.

Generally, the inmates are assigned to one of three work programs. Up to 90 inmates are on work release in the Brown County area. There are five inmate workers at the adjacent correctional farm operation on land that is leased from the Oneida Nation. The remaining inmates are placed in Center job assignments including inmate drivers, food service, and maintenance. Six inmates also provide off-site services to other governmental units and facilities.

**Infrastructure Considerations**
The City of Oneida provides water and sanitary sewer service to the SBPCC. The water system has service capacity for 420 persons, which will accommodate any future expansion of the facility. There is one on-site well that is currently not in use; it will be decommissioned in the near future. The drain tile was upgraded in 2005. The storm sump pump drainage pipe runs from the building to a ditch that runs along County Line Road/County Highway U. The inmate housing wings each have four showers, three water closets, and three urinals that are in good working condition.

There are four, gas-fired, hot water boilers that provide 3000 mbh heating capacity to serve a perimeter HW heating system and a water/water heat exchanger for domestic hot water generation. Three, 1000gal propane tanks and a vaporizer provide back-up fuel for the boilers and emergency generator.
Most areas are provided with fan coils or air handling units with hot water heating coils. The operable windows provide natural ventilation in many areas. The ceiling fans provide additional air movement. The administration area has a split system blower coil to provide air conditioning. Several offices and the HSU have thru-wall air conditioning units to provide summer cooling. In general, the air conditioning units are undersized and provide limited space temperature control. The multi-purpose room should be provided with air conditioning. There are only (4) pneumatic zone control valves that serve the entire perimeter heating system. This results in poor space temperature control during the heating season.

The Wisconsin Public Service provides electrical service to a 208V/800A main electrical panel. A sub-panel was added in mid-2006 to handle the new camera system. The Wisconsin Public Service also provides natural gas service to SBPCC. A 55 KVA/208 generator using propane or natural gas provides emergency power to critical life safety devices.

The Executone public address system operates through the phone system. The 15-year-old system requires frequent repair and is frequently rendered inoperable by lightening strikes. The phone service into the building has seven lines, two of which are used for facsimile machines. The SBPCC Information Technology server is consolidated and located in the DOC, Bureau of Technology Management, in Madison. The fire alarm system is the original equipment, and fails regularly. Replacement parts are no longer available. Although the kitchen has fire suppression over the cooking equipment, the remainder of the building is not sprinkled.

**Security Considerations**

This minimum security facility does not require a perimeter fence. In 2006, additional cameras were installed and door locks were replaced to provide inmate keys for the rooms. Sixteen digital, fixed, and pan/tilt/zoom cameras were installed with a DVR system. The facility has a Morse Key Watch system.

**Food Service and Laundry**

The food service operation operates from 3:00 a.m. to 6:30 p.m. There are 384 meals, 88 bag lunches and 15 staff meals prepared each day. Approximately 10 special diet meals for inmates with allergies and diabetes are also prepared. A Corrections Food Service Leader and 15 inmate workers staff the food service operation.

Food deliveries occur weekly and are unloaded at ground level where they are moved to the basement storeroom. The storeroom is inadequate in size. The food service office is also used to store food products due to lack of food storage space.

Some of the kitchen equipment is between eight and sixteen years old and is beginning to show signs of wear and excessive use. The dish washing machine was replaced and upgraded in 2005. The walk-in cooler is the access for the walk-in freezer. Additional walk-in refrigeration is needed. A new beverage serving line was added in 2003. The ceiling material needs to be replaced, with the area above the dishwashing area being the most critical. If there is an increase in the inmate population, the food service operation would need to be expanded.
The SBPCC commercial laundry area handles bedding, farm clothes, and inmate-issued clothing. The laundry is operated eight hours per day, four days per week by one inmate. Equipment includes two washers and dryers. The dryer was replaced in September 2007.

The inmate personal laundry consists of four residential-type washers and four residential-type dryers that were installed in 2006. The inmates can use the laundry facility 24 hours per day, seven days a week to launder their personal belongings.

Treatment, Education and Other Services
In addition to the primary emphasis placed on work crews and work release, the SBPCC operates two canine training programs: REBOUND and Leader Dog. The REBOUND program is a partnership with Fox Valley Humane Association to provide obedience training to dogs selected by the Humane Association. Up to four inmates are assigned to each dog participating in the program. The Leader Dog program provides training to puppies up to one year old prior to the puppy entering advanced service dog training. As many as four inmates are assigned to each puppy participating in the program. These programs require operational space for training and dog care needs.

The community service crews provide assistance to local government and non-profit agencies. Other activities available to inmates include bible study, AA, NA, Self-help, and veterans’ assistance.

Operational Considerations
The location of the Center on the outskirts of the City of Green Bay is beneficial for work release opportunities for inmates and its access to diverse work environments. The Center is well established within the community and offers a viable opportunity for men to complete their sentences, gain valuable work experiences, and transition back into the community. If possible, the dog training program should be expanded because it provides a positive influence in the offenders’ lives.

The major problem that the Center faces is overcrowding. While there is area within the existing boundaries of the property to provide new housing, the impact on the neighboring Oneida Nation property and the lack of support services are also important considerations. The staff is doing everything it can to maximize the use of the program areas for multiple uses, but space within the facility is at a premium. Any future plans to expand the Center must address the existing shortfalls in support, program and administrative spaces.

The needed improvements to the building systems and security needs of the Center will assist the staff in dealing with the day to day operational limitations and issues. The addition of indoor activities and recreation would also favorably impact the existing inmate idleness.

Existing Problems and Constraints
The multi-purpose room in the administrative area is inadequate for its current functions. An additional office is needed for the security supervisor. The administrative area needs to replace the direct-applied tiles on the ceiling. The storage space, including the partial basement, is inadequate. To better meet the Center’s needs, the dog training building requires renovation.
The maintenance/garden utility garage also requires renovation. The building has shifted on the foundation. Additionally, the building height does not accommodate the current equipment requiring storage there.

The overcrowding of the facility has reduced the effectiveness of the support services.

**Expansion Capacity**
The Center was designed to house 60 inmates and is now regularly occupied by twice that many inmates. This continued overcrowding has taxed all the building systems and necessitated that a limited number of spaces be used for multiple purposes on a mandatory basis or converted to other use.

A future expansion of the Center is possible because the site has adjacent open land area that could be used for the addition of inmate housing and required support service areas. The Center is located near an urban area which allows for opportunities for work release jobs as well as staffing any new positions within the facility.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultant’s site tour:

- Removal of floor tiles requiring asbestos abatement and provide new flooring.
- Replace fire alarm system.
- Replace ceiling tiles in the Food Service area.
- Upgrade air conditioning in administrative and control center areas.
- Repair or replace parking lot and access roads.
- Renovate dog training building.
- Expand indoor recreation space.

**Recommended Major Capital Projects and Estimate of Probable Cost**

<table>
<thead>
<tr>
<th>Sanger B. Powers Correctional Center</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<td>Construct a new 150-bed workhouse unit; expand the food service facilities; expand or construct 6300 GSF for new multi-purpose space and offices</td>
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**Summary**
It is the recommendation of the Consultant that a new 150 bed workhouse unit be constructed on the site and that the necessary expansions of the food service facilities, the multi-purpose area and staff offices be completed. The ability of the SBPCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.
The recommendation to expand the facility is based on the space available to build new facilities, the acceptance of the facility within the community, and the availability of work release opportunities within the area. In addition, the expansion of SBPCC would relieve the current overcrowded housing conditions and provide the required program and support spaces to afford opportunities for the offenders to be involved in meaningful activities and recreation.

The planning process for the proposed expansion will need to consider a number of important conditions. The impact on the adjacent land owned by the Oneida Nation and the DOC farm operation where work release opportunities currently exist should be examined. Any population increase will also have a major impact on the entire core and support services. These will need to be increased in order to provide facilities for the inmates when they are not in the community on work-release assignments, adequate program and treatment areas and staff offices. The mechanical and electrical support systems will need to be updated and increased to provide adequate infrastructure for the expansion of the facility.
Thompson Correctional Center (TCC)

The Thompson Correctional Center was opened in 1942 as a minimum security facility for incarcerated adult males. The Center was originally established as a prison farm located on 1,100 acres of land which were owned by the University of Wisconsin and leased to the Department of Welfare. In 1974 the University sold 1,078 acres to the public. The Center continued in operation on the remaining 22 acres of land and the emphasis changed from farming to work release. The Center is located east of Madison, between Deerfield and Cambridge, in Dane County. The Center buildings are located on the north side of State Farm Road and include a 90-bed housing unit, administration and business office in a new building that was constructed in 1993 to replace the old Center. Continued population increases required the re-opening of the old building in 1994; that building now provides housing for 30 inmates.

Overview

The TCC functions as one of the thirteen minimum security pre-release facilities available to serve the adult male population. The mission of the TCC is to help prepare inmates for work release, prepare them for successful reintegration into the community and provide the necessary educational and treatment programs to help them address their needs. Developing positive work and behavioral habits are important aspects of daily living while at the Center.

The Thompson Correctional Center provides the inmates with opportunities for successful reintegration in the community, securing employment for current and former inmates and developing positive life skills that will be necessary upon their release from prison. The TCC participates in the Dane County Enhanced Supervision Project that targets offenders from Dane, Rock, Green and Jefferson counties and assists in their transition from the institution to the community. The facility also serves as an Alternative to Revocation (ATR) for probationers and paroles that violated their community supervision and are facing possible return to prison for a longer period of confinement. These programs also emphasize life skills, employment and relapse prevention.

The authorized staffing pattern for the Thompson Correctional Center includes approximately 26.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $3,385,127, representing an annual per capita cost of $26,446 and a daily per capita cost of $72 for each offender served there. The average daily population during that same fiscal year was 128 male inmates.

As of May 9, 2008 the designated capacity for the TCC was 118. On that same day a population of 133 men was assigned to the facility.

General Issues

The new building that was built in 1993 is accessible and compliant with the Americans with Disabilities Act (ADA). The old building, currently in use for housing, is accessible by a ramp at the main entrance. Areas within the building are not in compliance. Handicapped inmates are sent to other correctional center facilities and institutions, namely Oakhill Correctional Institution, Fox Lake Correctional Institution and the Winnebago Correctional Center.

At the present time the dining room also functions as the chapel. The Center is lacking a centralized, general storage area. The institutional records are stored in the basement of the old building in an area which leaks.
Inmate Population and Projections

Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the TCC will continue. This facility provides an important transition for those inmates who will eventually be released to community supervision in southern Wisconsin. Preparing them with responsible work habits and jobs is important for their future success. The average stay for inmates assigned to the TCC is approximately 6-12 months.

Work release is viewed as a privilege to be earned. Prior to work release and in order to remain eligible for work release, all inmates are required to attend weekly programming that focuses on reintegration and relapse prevention with a focus on alcohol and other drug abuse issues. There can be as many as 80 – 90 offenders on work release across the three shifts, at any given time. A number of inmates are also responsible for various job duties required by the daily operation of the facility.

Infrastructure Considerations

The water service is provided by the Village of Cambridge and sewer service is provided by the Village of Deerfield. There is an on-site well, located within a well house that is used for irrigation purposes. Gas-fired water heaters provide hot domestic water for showers and bathrooms. The water heaters and softeners are in good condition and have adequate capacity. The plumbing fixtures, including faucets and shower valves were replace in 2006.

The gas and electric services are provided by Wisconsin Electric Power Company. The electric service panels in the B-housing unit were updated in 1992 and are back fed from the A-housing unit. The electric service, panels, and generator are in good condition. A natural gas generator provides critical back-up power to B-housing.

Gas fired hot water boilers in each housing unit provide hot water for heating. The condition of all of the boilers is good. Both buildings have pneumatic controls that should be upgraded to DDC controls.

The HVAC system for A-housing includes perimeter radiation and ventilation provided by operable windows. A central exhaust system should be added to increase the summer cooling ventilation. The nurse station and control have small, split air conditioning units.

The HVAC system for B-housing includes (4) constant volume air handling units with hot water coils and a direct expansion cooling coil for the air handling unit that serves the administration area. A split system fan coil unit provides cooling for Control Center. The air handling units should be rebalanced to correct the negative air pressure in the building. Then mechanical systems are in good condition.

Security Considerations

Officer control areas are located in both buildings. Cameras with monitors are used in the new building only; vendor and servicing problems are frequent. A key watch control system is in operation at the TCC. The fire alarm system is in place but there is no sprinkler system in either building. An in-house 50 KW emergency
generator is the original equipment and fueled with natural gas. It serves critical services including the Central Control offices, cameras and emergency lights.

**Food Service and Laundry**
The food service area is located in the new building; the kitchen and dining areas are located on the ground floor and the dry storage areas in the lower level. The TCC garden produces vegetables for use by the facility; there is typically a surplus of produce that is distributed to a local food pantry. The equipment is generally in good working order, but there is limited space to upgrade the size of the equipment as it is replaced. A limited amount of the equipment is connected to a backup generator.

The functional space available in the kitchen is not sufficient for all the work performed there. Deliveries are a problem and construction of a loading dock with a conveyor or elevator to carry items to the lower level is needed. The storage of carts and racks in the “back” hallway causes a problem because the area is a major corridor that is always crowded and slippery. The dry storage areas are workable, but could benefit from additional cooling capacity.

The kitchen operates 24 hours a day; the 3rd shift is generally used for baking. The food service operation prepares meals for 135 inmates and 6-12 staff members each day. In addition, bag lunches for 110 to 120 persons are prepared each day. One full-time staff person manages the operation with the assistance of inmate workers.

The laundry is in the new building and has one commercial washer and dryer that are operated by one of the inmates. Laundries are also available for the inmates to do their personal clothing in each building. The “stacker system” has not performed well. No heat recovery system is in place.

**Treatment, Education and Other Services**
There are no educational or vocational programs currently available to inmates at TCC. In addition to work release, the programs available to inmates at the TCC include a ten week AODA aftercare program which focuses on maintaining recovery, relapse prevention and support services and the Employment Readiness Training Program.

The Center also offers inmates assistance in adult basic education and preparation for obtaining their Graduate Equivalency Diploma (GED) or High School Equivalency Diploma (HSED). Local volunteer support group programs are also available through Alcoholics Anonymous and Narcotics Anonymous.

A small computer room is provided for inmate use and the day rooms offer inmates access to the two small libraries.

**Operational Considerations**
The proposed construction of a 150 bed housing unit can provide additional employment opportunities for the area and would not be likely to displace any current staff. Once operational, inmates will receive healthcare, food service, and laundry services from the existing minimum security facility.
Existing Problems and Constraints
Thompson Correctional Center has a generous site capable of accommodating the proposed facility expansion.

The Old Building has an accessible entrance, but there is limited accessibility within the building. The Center staff has expressed a need to have a comprehensive facility assessment completed for this building.

The proposed new building should address the need for a loading dock and conveyor system to more efficiently transfer food deliveries to appropriate storage areas. The current refrigeration and food preparation areas need to be upgraded to accommodate the present inmate population and appropriate food service facilities provided to meet the needs of the increased population as a result of the expansion.

Expansion Capacity
The TCC site is large enough to provide area for the proposed 150 bed expansion. The utility infrastructure appears adequate to service the moderate Center expansion. Depending on the nature of any expansion or addition, support facilities such as food service, the HSU, and recreational space should be assessed and may need to be upgraded and/or expanded accordingly.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Construct a 300-bed transitional facility including 150 beds for a workhouse and 150 probation and parole hold beds.

Recommended Major Capital Projects and Estimate of Probable Cost

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<th>Thompson Correctional Center</th>
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Summary
The Thompson Correctional Center is operating adequately within its existing facilities. It has been able to accommodate operational and other changes within its present constraints.

With the necessary upgrades and enhancements, the Center will be able to serve the needs of the 150 bed minimum security housing unit proposed for the existing site.
Winnebago Correctional Center (WCC)
The Winnebago Correctional Center was opened in 1974 as a minimum security facility for incarcerated adult males. It was built to replace the minimum security bunkhouse located on the Winnebago State Farm, now the site of the Oshkosh Correctional Center (OSCi). The Center is located on 43 acres of land on the northern shore of Lake Winnebago, near Oshkosh, in Winnebago County. The Center is adjacent to the grounds of the Winnebago Mental Health and close to the Drug Abuse Correctional Center and the Wisconsin Resource Center. The Center is comprised of two, multi-story brick buildings that house 250 male inmates

Overview
The WCC functions as one of the thirteen minimum security pre-release facilities available to serve the adult male population. The mission of the WCC is to help prepare inmates for work release, prepare them for successful reintegration in to the community and provide the necessary educational and treatment programs to help them address their needs. Developing positive work and behavioral habits are important aspects of daily living while at the Center.

The WCC provides community-based work-release experience to inmates who are preparing for return to the community. Currently, between 150 and 170 inmates are participating in work release. While inmates enjoy the privilege of gaining work experience in the community, they must also pay room, board and transportation fees, and court-ordered restitution, fines and child support.

The authorized staffing pattern for the Winnebago Correctional Center includes approximately 44.0 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $6,088,820, representing an annual per capita cost of $22,976 and a daily per capita cost of $62 for each offender served there. The average daily population during that same fiscal year was 265 male inmates.

As of May 9, 2008 the designated capacity for the WCC was 210. On that same day a population of 276 men was assigned to the facility.

General Issues
Built in 2003, Building “A” is approximately 22,000 gross square feet in size and houses the administrative staff, inmate housing (about 150 beds), and the Health Services Unit (HSU). There is very limited indoor exercise and recreational space. All laundry is done on site. Building “A” is in compliance with the American with Disabilities Act (ADA) and is accessible.

Built in 1974, Building “B” is approximately 25,780 gross square feet in size and houses the food service, inmate housing (about 120 beds), a library, and some administrative functions. Building “B” also has limited indoor exercise and recreational space. Building “B” is partially ADA accessible with a wheelchair lift from the ground (entry) level to the dining room level. The dining room is a multi-purpose space that is also used for visiting, AA meetings and religious services.

The parking is adequate for staff and visitors. There are also two small stand-alone buildings on the site. One is used as a garage and auto shop for mechanics to train in and the other is used for inmate property storage. There is also a fabric greenhouse structure.
The HSU, which is comprised of two exam rooms and a physician office, is very small. The health services staff at the Center are contract employees. If more extensive medical care is required it is provided at Waupun Memorial Hospital, Mercy Medical Center (Oshkosh), or Aurora Medical Clinic (Oshkosh). Dental services are provided at Oshkosh Correctional Institution once a week.

Inmate Population and Projections
Given the continued increase in the number of incarcerated men served by the Department of Corrections and the need to offer a continuum of programming across all custody levels, the demand for programs such as those at the WCC will continue. This facility provides an important transition for those inmates who will eventually be released to community supervision throughout Wisconsin. Preparing them with responsible work habits and successful job performance is important for their future success. The average stay for inmates assigned to the WCC is approximately 6 - 8 months.

All inmates who have been granted the privilege of work release must complete and pay for the employability skills training that is designed to assist them in job retention. There can be as many as 160 offenders on work release across the three shifts, at any given time. A number of inmates are also responsible for various job duties required by the daily operation of the facility. The inmates are also required to perform community service while at the WCC.

Infrastructure Considerations
The City of Oshkosh supplies the water and sanitary sewer service. Building “A” has complete sprinkler coverage and Building “B” has partial sprinkler coverage in the kitchen and storage areas. A gas-fired water heater is provided in each building to generate domestic hot water. The water heater in Building “A” should be replaced.

The Wisconsin Public Service provides the WCC with electric and gas. Both buildings A and B have 208V electric service with 800A main panels. The electrical service and distribution are in good condition. Both Building “A” and Building “B” have their own emergency generator for life-safety purposes. The generator for building ‘A’ is 60 KVA and building ‘B’ is 35 KVA. The generators are in good condition, although the generator for building ‘B’ is not adequately sized to handle all critical loads.

Gas-fired hot water boilers provide heat for hot water coils in air handling units and perimeter radiation systems in each building. Air conditioning is provided to critical areas by direct expansion cooling coils in air handling units, small split systems, and window air conditioners. The mechanical systems are in good condition.

The central public announcement (PA) system is inadequate and does not include the stand-alone buildings. The garage-auto shop requires a PA system. The sound from the PA-system speakers in Building “B” is rather distorted.

Security Considerations
The exterior site lighting at the WCC is adequate.
Building “B” creates challenges from a security-control standpoint. Some modifications have been completed by Center staff to mitigate the problems of obstructed observation of the inmate use areas.

Food Service and Laundry
The food service operation is essentially a 24-hour operation. In order to accommodate the numerous work schedules of the inmates, breakfast is served beginning at 3:30 a.m. and dinner is served until 8:30 or 9:00 p.m. Approximately 200 bag lunches are prepared each day. The food service equipment is generally in good condition. The dry storage area is fully utilized and the current system of moving dry goods from the loading dock to the storage area, with a metal slide system down a stairway, is a safety concern. The food deliveries occur on a weekly basis.

The dining area can accommodate approximately 160 persons per sitting, and it is also used for visiting, AA meetings and religious services.

All laundry is done on site. The inmates use residential-type washers and dryers to launder their clothes. Institutional washers and dryers are used for bedding and towels.

Treatment, Education and Other Services
The primary program for inmates at the WCC is community-based work release. Additionally, inmates participate in community service programs, often for charitable, non-profit and government organizations. The inmates are also engaged in work related activities at the facility which include the kitchen and food service areas, custodial work, facility maintenance and the garden and grounds.

The location of the WCC in proximity to the greater Oshkosh area provides excellent employment opportunities for inmates and there is a waiting list to be admitted to this facility.

Inmates within 6 months of release are also eligible to participate in the four week family reintegration program designed to assist couples or extended families prepare for the eventual release of the inmate to the community. Offenders on work release who have met their financial obligations may also register for driving instruction and the opportunity to obtain a driver’s license prior to their release.

Volunteers are also available to conduct Alcoholic Anonymous and Bible Study meetings each week.

Operational Considerations
The Center has inadequate indoor exercise and recreational space. An upgraded PA system that includes the stand-alone buildings, especially the garage-auto shop, is necessary. Additionally, the lack of visitor toilets near the dining room for use during their visits should be considered.

Even thought the current site plan offers potential for additional expansion and two or three more housing units that could accommodate 300 to 450 inmates there are presently no plans to expand this Center.

Existing Problems and Constraints
The Center is being operated efficiently and economically given the current population and limitations of its existing facilities. No major problems or constraints were identified. The issues that were identified appear minor in nature and do not warrant the replacement of any existing building.

**Expansion Capacity**

There is ample room on the 43 acre site for additional housing and support buildings if the need to expand is identified. Two or three additional buildings could be accommodated.

The mission of the Center is being successfully carried out and there is a waiting list for admission to the facility, which would support possible expansion if the DOC would decide to do so.

The water and sewer are provided through the City of Oshkosh and there appears to be ample capacity for expansion of the facility, if needed.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Construction of a multi-purpose building for shared use with the Drug Abuse Correctional Center

**Recommended Major Capital Projects and Estimate of Probable Cost**

No major projects are being recommended for this Center. A Multi-Purpose Building is being proposed at the DACC that will be shared with the WCC.

**Summary**

The ability of the WCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritizations of these resources throughout the correctional system.

The Winnebago Correctional Center is operating effectively with its existing facilities. While there are deficiencies with individual buildings, or parts of buildings, none is serious enough to warrant extensive remodeling or replacement. There is presently ample land and utility capacity to expand in the future if the need is identified.
Facility Evaluations of the Women’s Correctional System

The Division of Adult Institutions, is one of four major divisions within the Department of Corrections with primary responsibilities for the provision of services to adults sentenced pursuant to Wisconsin Statutes, s.973, Sentencing. Within the Division of Adult Institutions, services to female offenders were reorganized as the Wisconsin Women’s Correctional System in August 2005. The decision to organizationally align the female correctional facilities under a single operational structure was designed to improve correctional supervision and programming for female offenders and strengthen gender specific programming responses to this segment of the incarcerated population. In conjunction with this reorganization, the management and operational oversight of the three minimum security Centers, the John Burke Correctional Center (JCBCC) in Waupun, the Robert E. Ellsworth Correctional Center (REECC) in Union Grove and the Milwaukee Women’s Correctional Center (MWCC) merged with the Taycheedah Correctional Institution (TCI) in Fond du Lac, the largest and only maximum/medium security institution for female offenders in the state. In addition, women are provided access to the Challenge Incarceration Program (CIP) at the St. Croix Community Correctional Center. The location of these facilities can be seen in Appendix C.

Overview

The mission of the Wisconsin Women’s Correctional System (WWCS) is to provide female inmates safe and secure confinement in an environment which is gender responsive and utilizes gender specific strategies to assist in successful inmate transition and return to their families and communities. The guiding principles within which the Women’s Correctional System carries out its mission include:

- Acknowledge that gender makes a difference.
- Create an environment based on safety, respect and dignity.
- Develop procedures, practices and programs that are relational to children, family and significant others and the community.
- Address substance abuse, trauma and mental health issues through comprehensive, integrated and culturally relevant services and appropriate supervision.
- Provide women with an opportunity to improve their socio-economic conditions upon release to the community.
- Establish a system of comprehensive, collaborative services to assist in successful re-entry and community supervision.

Programs and Services Provided for Female Offenders

Prior to December 2004 all adult women and men sentenced to incarceration in the state correctional system from any of the seventy two counties in Wisconsin were received at the Dodge Correctional Institution in Waupun to undergo their initial Assessment and Evaluation process. In recognition of the need to provide a more comprehensive, systematic response to the needs of women offenders, this reception process was relocated to the Taycheedah Correctional Institution in December 2004. The Assessment and Evaluation (A&E) process is required for all inmates committed to the Department of Corrections Reception Center including new admissions from the courts, offenders who may have violated their community corrections supervision, and women temporarily detained on a county hold or with some other legal action pending. The reception process at TCI provides for a thorough evaluation of the inmate’s program and service needs, resulting in recommendations regarding the appropriate custody level, institutional placement and program participation.
during their period of incarceration. The assessment and evaluation process includes the inmate orientation to
the correctional system, academic testing, psychological services testing, health service evaluation and
interviews with staff from the classification unit, records office and psychological services areas.
According to the Division of Adult Institutions, Women’s Correctional System, an array of services is available at
the various female facilities throughout the state as noted below.

<table>
<thead>
<tr>
<th>Treatment Programs &amp; Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Individualized case planning</td>
</tr>
<tr>
<td>Anger Management</td>
</tr>
<tr>
<td>Sex Offender Treatment</td>
</tr>
<tr>
<td>Individual, group &amp; family counseling</td>
</tr>
<tr>
<td>Intensive mental health services</td>
</tr>
<tr>
<td>Recreational Activities</td>
</tr>
<tr>
<td>Victim impact programming</td>
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<tr>
<td>Special Management Unit</td>
</tr>
<tr>
<td>Work Release and Earned Release Programs</td>
</tr>
<tr>
<td>AODA treatment programs and/or education</td>
</tr>
<tr>
<td>Violence in Relationships</td>
</tr>
<tr>
<td>Childhood Abuse</td>
</tr>
<tr>
<td>Cognitive Interventions</td>
</tr>
<tr>
<td>AA groups</td>
</tr>
<tr>
<td>Parenting</td>
</tr>
<tr>
<td>Traditional &amp; Independent Living Services</td>
</tr>
<tr>
<td>Spiritual/pastoral Counseling &amp; Services</td>
</tr>
<tr>
<td>Restorative Justice (restitution and community service)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Academic Education &amp; Vocational Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Broad Range of Academic Programming</td>
</tr>
<tr>
<td>Adult Basic Education &amp; Title 1</td>
</tr>
<tr>
<td>English as a Second Language</td>
</tr>
<tr>
<td>Computer Classes</td>
</tr>
<tr>
<td>College of the Air (CLN)</td>
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<tr>
<td>Vocational Training Programs</td>
</tr>
<tr>
<td>Special Education</td>
</tr>
<tr>
<td>Library services</td>
</tr>
<tr>
<td>Human Sexuality &amp; Health Education</td>
</tr>
<tr>
<td>Vocational Programs</td>
</tr>
</tbody>
</table>

In addition, Health and Clinical Services are available to address the individual’s physical, psychological and
emotional needs, providing a full array of medical, dental and mental health services.

**Population Data – Female Offenders**

Over the past thirty years, and more recently since 1990, the experience in Wisconsin has mirrored that
throughout the country in terms of the growth in the number of incarcerated women, driven largely by mandatory
drug sentencing laws, increased penalties, and increased periods of incarceration for criminal offenses. On a
national basis, from 2005 to 2006, for example, the number of women in prison increased by 4.5%, reaching
112,498 prisoners. This exceeded the annual growth rate of male inmates which was 2.7%. The comparable
rate of growth in Wisconsin was actually 5.7% for female inmates and 3.1% for male inmates. At the time of the
completion of the 1977 Wisconsin Correctional System Master Plan the incarcerated female population was
136. By the end of 2007 the number of incarcerated women had grown to 1,492, representing approximately
6.6% of the total incarcerated population in Wisconsin. According to the population projections prepared for the
Department of Corrections, it is anticipated that a continued modest increase in the female population will occur.
throughout the next decade, although at a slower rate than the past ten years. This growth will require an increase in the current institutional capacity of 136 beds by 2020. The current designated capacity for all of the facilities in the Women’s Correctional System is 1,123. On May 9, 2008 there were 1,432 female inmates housed in these facilities.

The average daily populations during the past five years and the actual population on May 9, 2008 at the various female institutions are shown in Table 1, below.

Table 1: Average Daily Adult Female Populations: 2003-2007; Actual Population Count on 5/9/2008

<table>
<thead>
<tr>
<th>Facility</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>5/9/08</th>
</tr>
</thead>
<tbody>
<tr>
<td>TCI</td>
<td>652</td>
<td>648</td>
<td>603</td>
<td>620</td>
<td>648</td>
<td>666</td>
</tr>
<tr>
<td>DCI-R</td>
<td>71</td>
<td>64</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>TCI-R</td>
<td>-</td>
<td>4</td>
<td>95</td>
<td>79</td>
<td>83</td>
<td>84</td>
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<tr>
<td>MWCC</td>
<td>40</td>
<td>60</td>
<td>80</td>
<td>79</td>
<td>89</td>
<td>101</td>
</tr>
<tr>
<td>JCBCC</td>
<td>244</td>
<td>232</td>
<td>218</td>
<td>203</td>
<td>220</td>
<td>249</td>
</tr>
<tr>
<td>REECC</td>
<td>314</td>
<td>287</td>
<td>239</td>
<td>287</td>
<td>309</td>
<td>319</td>
</tr>
<tr>
<td>SCC-F</td>
<td>9</td>
<td>11</td>
<td>11</td>
<td>10</td>
<td>11</td>
<td>13</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,330</strong></td>
<td><strong>1,306</strong></td>
<td><strong>1,246</strong></td>
<td><strong>1,278</strong></td>
<td><strong>1,360</strong></td>
<td><strong>1,432</strong></td>
</tr>
</tbody>
</table>

Source: DOC Average Daily Population Fiscal Year Cost Report

During the period from 2003 to the present, the average daily population for the above female correctional institutions increased by 102 inmates. The only additional capacity increase currently authorized for the female offenders is the 45 bed unit at the Wisconsin Resource Center which is expected to become available some time in 2010, barring any construction related delays. If the above population trends were to continue at this same rate, the average daily population could be expected to increase by an additional 212 inmates by 2017. If the more significant growth rate of 72 inmates from 2007 to the present were to continue at the same rate, the average daily population could be expected to increase by an additional 720 inmates in the next ten years. Under either scenario, it is important to note that these increased demands for additional bed capacity do not take into account the existing crowded conditions that are impacting the current operation of the female institution system.
Taycheedah Correctional Institution (TCI)

The history of Taycheedah began in the 1800’s when Governor James Doty established a home in Fond du Lac, which still remains on the institution grounds today. In the early 1850’s female offenders were housed at the Wisconsin State Prison, known today as the Waupun Correctional Institution. In 1912 work began on the construction of a female facility and in 1921, the Wisconsin Industrial Home for Women opened in Fond du Lac. The first inmates to occupy the facility were primarily women who had committed crimes against morality, while the repeat and more serious offenders remained housed at the State Prison in Waupun. In 1931 work began on the Wisconsin Prison for Women which was located adjacent to the Industrial Home. The facility was completed in 1933 and the women previously housed at state prison in Waupun were transferred there.

In 1945, the two separate facilities were consolidated and renamed the Wisconsin Home for Women. In 1975 the Legislature changed the name to the Taycheedah Correctional Institution. Then, in 1995 the first new housing unit built on the site since 1933 opened. This maximum security unit cost $5.7 million to build and provided housing for 184 inmates, nearly doubling the institution capacity. In August 1997 a 150 bed barracks unit was opened at a cost of $1.1 million. In 2002 two additional new buildings were opened. One building was designed to accommodate the 64-bed mental health unit and the 68-bed segregation unit. The other building was built for general population housing and provided housing capacity for 240-bed medium security inmates.

In August, 2005, the Wisconsin Women’s Correction System (WWCS) was officially established, and all women’s institutions and community correctional centers were incorporated under the administration of the Taycheedah Correctional Institution. In late 2004, prior to this reorganization, TCI had also resumed responsibility for the female reception center functions known as Assessment and Evaluation (A&E) that had been previously provided at the DOC Central Reception Center at the Dodge Correctional Institution in Waupun.

The female population continues to increase and in May 2007 the third floor of Addams Hall was renovated and opened to provide additional housing capacity for the institution.

The Taycheedah Correctional Institution is located on approximately fifty acres near Fond du Lac, Wisconsin.

Overview

The Taycheedah Correctional Institution is the only maximum/medium security institution within the Wisconsin Women’s Correctional System (WWCS) entrusted with the custody and supervision of the State’s incarcerated female offenders.

The mission of the TCI is to protect the public, using a well-trained and professional workforce through the constructive management of offenders, reducing criminal behavior, and restoring a sense of safety to the community. This is accomplished by offering opportunities for offenders in education, programming, work and other constructive activities to encourage positive personal growth and independence. We are proud to provide the female offender healthcare that is consistent with professional, community and correctional health care standards.

The authorized staffing pattern for Taycheedah includes approximately 288 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the institution was $26,036,004, representing
an annual per capita cost of $36,161 and a daily per capita cost of $99 for each female offender served there. The average daily population during that same fiscal year was 720 female inmates.

As of May 9, 2008 the design capacity for the Taycheedah Correctional Institution was 653. On that same day a population of 750 women was assigned to the facility.

General Issues
Since late in 2004, the Taycheedah Correctional Institution has undergone a number of significant changes to its daily operations. In December of that year the Female Reception Center was relocated from its previous location at the Dodge Correctional Institution (DCI) in Waupun. This required the institution to designate 125 beds in the McCauley Unit for that function. This change also affected the workload and medical screening processes delivered by the Health Services Unit (HSU). In March of 2005, Taycheedah began their planning and eventual merger with the Wisconsin Correctional Center System, female minimum security facilities. All of the administrative and support functions for the Centers such as building services, inmate records, business office, personnel, security, purchasing, and food service were eventually assumed by Taycheedah.

One of the critical objectives addressed by the consolidation of all of the institution-based services for female inmates was the Department’s interest in strengthening gender-specific programming for the female population. Efforts to develop appropriate programmatic responses require the institution staff to carefully examine the root causes of what brought the inmates to the facility, teach the women how to transition more smoothly without making desperate choices or poor decisions, address their emotional and dependent behaviors, improve their self-esteem, address their parenting skills and responsibilities and increase their job skills and eventual employability upon their return to the community. The development and delivery of programs and services to the inmates at Taycheedah and throughout the Women’s Correctional System intentionally focus on models and best practices specific to the women’s needs rather than simply offering the female inmates the same programs currently provided to the male population. A significant effort to ensure consistency in programmatic and service offerings allows for the effective transition of the female inmates from one facility to another and eventual return to the community. Future efforts within the WWCS to update assessment tools will allow the system to better monitor the success of the gender specific programs and services being offered to the women.

During 2005, three teams of Department of Justice (DOJ) inspectors visited the TCI. They were specifically interested in the handling of non-English speaking and developmentally disabled inmates, the institution’s response to cases involving sexual misconduct by staff and the delivery of health and mental health services. Their resulting reports identified the need for institutional policy, staffing and physical plant changes designed to improve the services to the female inmates at TCI. Specific considerations for the Health Service Unit, building modifications required to improve internal security and required administrative and program physical plant concerns were reviewed as part of this current facility planning process.

In addition to the women housed at Taycheedah, the existing segregation unit also serves the Burke Correctional Center, resulting in an increased need for this type of housing capacity. Additionally, following their site visit, the DOJ recommended that a minimum of fifteen hours per week of out of cell programming should be the goal for the inmates in the Segregation and the Monarch (for those diagnosed with mental illness) Units. The ability to fully meet this recommendation will require physical plant and staffing considerations.
Many of the existing buildings on the grounds of the TCI are old and were originally constructed without the benefit of accessibility standards. Notably, Addams Hall and Harris Hall currently present significant issues regarding compliance with the Americans with Disabilities Act (ADA). Newly constructed buildings built since 1995 are generally in compliance with the ADA standards.

A number of existing buildings on the site are affected by the historic designation of the facility. These include the Doty House, related out buildings, Harris Hall, and Addams Hall. Other areas and facilities on the site that may also be considered historic include the old cemetery, some portions of the power plant and the utility tunnel system.

**Inmate Population and Projections**
The Taycheedah Correctional Institution is the only secure adult female institution in the state, serving inmates requiring both maximum and medium custody. Generally, there are 500 inmates classified as medium, 100 inmates classified as maximum and 125 inmates who are participating in the Reception Center (A&E) processes who are currently unclassified. The secure outer perimeter fence provides the single security barrier for the institution. Given the fact that there are no internal fences further separating inmates based on their custody classification, all inmates within the fence are treated as if they are maximum security. The inmates range in age from 16 to 73 years of age, and about 337 inmates have children. Approximately 80% of inmates are mothers with custody of their children at the time of their incarceration and 70% of those are single mothers.

A number of female offenders are pregnant at the time of their admission to Taycheedah and they require additional support and medical services during their incarceration to ensure the safe delivery and eventual placement of their dependent child. In addition, emergency trips outside of the TCI for medical care average four per week and regular health-related appointments outside the institution average approximately thirty-two per week. Within the population at the TCI approximately 64% have some level of mental health and related needs, many requiring psychotropic and other medications. The Monarch Special Management Unit provides a specialized 64 bed housing unit for those female offenders with serious mental health needs. Three of the available cells are reserved for inmates needing more intensive clinical observation by the security and treatment staff.

The demand for secure institutional capacity for the female population is expected to continue. Recent experience indicates that the female segment of the correctional population is increasing at a faster rate than their male counterparts.

**Infrastructure Considerations**
There is a central steam heating plant that consists of three fire-tube steam boilers with 150 boiler horsepower (BHP), 250 BHP, and 300 BHP capacities, respectively. They are in good working condition and are sufficient to heat the institution. These boilers are natural gas fired with two 75,000 gallon fuel oil tanks as back-up. The central boiler plant also houses an emergency generator which serves Simpson, Gower, Harris, Adams, the Chapel, and the maintenance garage.
The Taycheedah water supply is softened with water softeners in the central boiler plant. The supply water pressure throughout the facilities is sufficient at 75 to 80 psig. The sanitary sewer system is in good condition and is adequate for current needs.

According to the institution maintenance staff, the electrical service feeding the institution is adequate with a high voltage system distributing 4160V power to each building where it is stepped down to lower voltages as needed.

**Security Considerations**

The control center at Taycheedah is located in Gower Hall. While radios are up-to-date, the low-level pole light sight lighting is not adequate. The rest of the equipment is a ‘hodge-podge’ with many problems related to the video surveillance system. The institution is in need of a new gate house that would allow the facility to address a number of security needs, including an armory. Currently, the weapons are stored in an old coal bunker. Without the availability of an effective notification system or weapons response being readily available, any emergency 911 calls could take 15 to 30 minutes for a response. Such potential situations are further complicated by having only one evacuation route out of the institution in the case of an emergency.

Any attempted escapes by inmates generally are in the direction of the perimeter fence. Most commonly, such attempts include cutting through the chain link fence. At the TCI, there are no cameras or perimeter towers to monitor the fence system, parking lot or perimeter road. A Schalge lock system controls the utility tunnel, providing true security on the tunnel doors.

A project to put a stun fence system on the existing fence is currently being designed. Additionally, in an effort to reduce vehicular traffic on to the campus, a project to convert space in the Gower Hall unit to an intake area was completed. This will eliminate the need for Sheriff Deputies to bring inmates into the institution’s secure perimeter to a housing unit.

**Food Service and Laundry**

The food service production facility was originally built to handle 400 inmates. The average daily population in 2007 was 720 inmates and the actual population count on May 9, 2008 was 750. To accommodate the increased population, food items and supplies are being ordered on a bi-weekly basis. However, the institution does not have any warehouse capacity, similar to other major institutions. A very limited amount of storage space is currently available in the lower level of Simpson Hall. The food storage is limited to the basement of Prescott. Given the fact that Prescott is within the institution’s secure perimeter, deliveries to that location present a significant security concern for the staff.

The individualized responses to the special dietary needs of the female inmates are an important consideration, particularly for those inmates who are pregnant.

The scheduling of meal serving times is given the fact that they also impact medication distribution, school schedules and staff supervision of the dining facility. The meal times operate on a continuous basis: breakfast begins at 6 a.m.; lunch at 11 a.m.; and dinner at 4 p.m. The inmates are allowed fifteen minutes for their meal period given that the seating capacity of the dining room can only accommodate 142 inmates at one time. As
seating becomes available additional inmates are released from their housing units. This continuous feeding process takes a significant amount of time, is very labor intensive, and limits the activities of all staff during these periods which can take anywhere from 1.3 to 1.5 hours during each dining period.

The inmate meals are transported in open carts to remote housing locations. These carts are not specifically designed for such service and often the meals arrive cold. The institution uses first responder staff to deliver these meals because all other available staff are utilized to supervise the general population meal time movement and feeding process. The food trays are made and delivered to Addams, Monarch, the segregation unit and a limited number to the maximum security building.

The Badger State Industries provides laundry service to the institution for all non-personal items of clothing, blankets, sheets, pillowcases, and uniforms. The inmates use personal size washers and dryers in the housing units to wash personal clothing.

**Treatment, Education and Other Services**

The women housed at Taycheedah are provided opportunities for a full array of gender-specific social services, psychological services, alcohol and drug treatment and education, educational and vocational programs.

The TCI Social Service department offers programs that address violence in relationships, anger management, self-management and recovery training (SMART), parenting, including an extended on-grounds visitation opportunity for mothers and their children, alcoholics/narcotics anonymous provided by volunteers, pre-release planning, cognitive interventions and also a number of family reunification programs that work with children affected by parental incarceration.

Taycheedah also provides a wide range of religious and spiritual programming for all inmates. Protestant, Catholic, Islamic, Wiccan, Buddhist and Native American worship services are held on a regular basis. Additionally, 20 different studies and programs are arranged through the Chaplain’s office and are held weekly, bi-weekly or monthly. The Chaplain also provides counseling and visitation as requested by offenders and/or staff and also arranges for offenders to receive clergy visits from pastors and other spiritual leaders.

Given the fact that more than two-thirds of the female population has some level identified mental health needs, the TCI Psychological Services Unit (PSU) offers individual and group treatment and services. Clinical evaluations are performed for all inmates admitted to the institution and appropriate referrals for programming are made. The necessary ongoing assessments, treatment, education, emotional support, cognitive restructuring and skills development are important responses to their needs. The TCI Special Management Unit, on-call crisis management and services to inmates requiring segregation are also important aspects of the treatment provided by the PSU.

The Taycheedah Correctional Institution sixteen week residential alcohol and other drug abuse (AODA) program is specifically designed for women in recovery and addresses the need to empower women to make healthier choices.

The educational programming reflects the needs of the female offender with an emphasis on enhancing basic
education, providing practical job skills and personal abilities to succeed in the community upon release. The academic programs include adult basic education, Title 1 ABE, special education and English as a Second Language. Graduation Equivalency Degree (GED) and High School Equivalency Degree (HSED) programs are also offered. The school also offers a full array of library services, correspondence courses and computer assisted instruction. The Moraine Park Technical College (MPTC) certifies the vocational program offerings at TCI which include Fundamentals of Building Maintenance and Construction, Dental Laboratory Technician and Office Software Applications. The current spaces utilized for these programs are filled to capacity which precludes any opportunity for possible expansion of the course offerings.

However, the institution is very interested in continuing to investigate possible ways to increase vocational programming. Programs in areas such as optical lab technician, cosmetology and welding would afford inmates access to training in vocational fields that offer good employability options in the community.

The Health Services Unit (HSU) provides medical care for all the TCI inmates. Upon admission to the institution all women are given a thorough medical and health screening to identify any presenting needs and medical issues to ensure a continuity of care. Physical examinations, dental exams and optical screening are provided at that time. The demand for medical attention is extremely high among the female population. The institution operates chronic condition clinics that provide treatment plans and education for inmates with asthma, diabetes, seizure disorders, Hepatitis C, HIV, cardiac disease and hypertension. A Senior Clinic was developed to assist inmates ages 55+ in addressing their special health needs. Those inmates who are expectant mothers upon their admission to the TCI are provided with a pre-natal program to educate them in all facets of pregnancy, labor, delivery and post-partum treatment. The babies are delivered at St. Agnes Hospital in Fond du Lac. The “Let’s Get Healthy” Program offered by the HSU is a ten-week educational program focusing on the importance of good nutrition and exercise in achieving a healthy lifestyle that has become very popular with the inmates.

Recreational and leisure activities are also an important element in the reduction of offender idleness, building self-esteem and healthy living. The activities and programs available include such things as aerobics, weight training and exercise equipment, walking and jogging, basketball, volleyball, badminton, softball, arts and crafts and Bo-Flex.

Taycheedah also offers an inmate Community Service Program in partnership with a number of community agencies throughout the state. Inmates perform a number of activities such as knitting, crocheting, sewing and making other products that are donated to various non-profit organizations for their fundraising activities. During fiscal year 2007 inmates worked a total of 5,998 hours on such projects, donating 1,310 items to the charities.

Operational Considerations and Issues
The daily operation of the institution is greatly affected by the constraints and shortcomings of the existing facilities as noted above. The federal audit also identified special concerns with the current operation of the institution. The changes that are recommended in this Plan are necessary to address the requirements of an inmate population that has many special needs and is increasing in number each year.

Because the female inmates have a higher incident of medical and mental healthcare needs, a more centralized facility is needed to address those needs and not require extensive movement throughout this maximum
security prison by a large number of the inmates. There are severe shortages of offices, program space, food service space, and many other functions. If these space needs are not met, the institution will continue to struggle to provide adequate care and treatment to the inmate population. These situations will translate to increased concern on the part of staff and potential security concerns throughout the institution.

**Existing Problems and Constraints**

The return of the female reception center functions to Taycheedah in late 2004 has resulted in a tremendous impact on many of the core and support elements of the institution as well as the administration area and storage space. These space limitations were identified in a study recently conducted by a federal audit team, in addition to recommendations that a significant number of administrative positions to be added to the TCI staffing pattern.

These space shortages coupled with the inefficiencies of the historic and non ADA compliant housing units and deterioration of the current dormitory housing unit add to the ongoing new space requirements for this site; a site that is constrained by a natural boundary on the east and a county highway on the south and west sides of the institution.

A number of the core and support buildings are dated and undersized for the population they are intended to serve. They require a significant investment over time for energy conservation and envelope improvements, major remodeling and building additions in order to serve the institution more efficiently and effectively. Also, in many cases, inmates must traverse the entire campus to access services including the school, vocational work programs, health services, chapel, and visiting. For those inmates that are mothers and participating with their children in a specialized parenting program, their children must travel through the entire secure institution grounds to the Doty House. This experience can often be very frightening for the small children.

There are a number of locations and sites within the secure perimeter of the TCI that would lend themselves to limited facility expansion. However, it is the recommendation of the Consultant that alternatives must also be considered at other existing locations to serve the current and future female population.

The infrastructure within the institution has been well maintained over the years although there is a need to replace two of the existing power plant boilers. The emergency and primary electrical service should be studied to determine if additional capacity is needed to address future building construction and operations.

**Expansion Capacity**

At this time, given the limitations to the site, the only areas available for expansion are small areas within the existing secure perimeter and the area located immediately south of the power plant.

The site adjacent to the power plant is the recommended location for a new 240 bed minimum security correctional Center that will eventually take the place of the John Burke Correctional Center in Waupun. That facility could then resume its previous use for adult male inmates. There is also land available immediately beyond the TCI vehicle sally port that could support additional parking as the staff is expanded and this space is needed.
There are specific sites within the secure perimeter that could be developed for new housing with the goal of eliminating the current housing in the aging historic buildings: Harris, Addams, and Simpson Halls. The possible locations for new housing include, to the north of the existing visiting center and health services unit building or on the site of the existing dormitory building. Both of these sites would need to be reviewed relative to their access to utilities and security visibility given the fact that the institution does not have guard towers and relies on mobile patrols for perimeter observation.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants’ site tour:

- Prescott Hall Dining area expansion, kitchen and bakery upgrades.
- Addams Hall renovation.
- Program additions required by the DOJ to the segregation unit and Monarch unit will require use of other space.
- Warehouse and stores outside the secure fence.
- New Health Services Unit more centrally located, including medication distribution area.
- Administration building, including an armory, administrative offices for the warden, human resources department and business administrator, training room, and gatehouse.
- Simpson Hall energy efficient window replacements.
- Central Plant steam boiler system expansion, including new steam and condensate tunnels.
- Electronics upgrades.
- Replacement of temporary barracks with a medium security housing unit.
- Renovate Harris Hall.
- Sanitary sewer and water supply system upgrade and expansion.
### Recommended Major Capital Projects and Estimate of Probable Costs

<table>
<thead>
<tr>
<th>Taycheedah Correctional Institution</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construct water and sewer systems expansion</td>
<td>$ .5m</td>
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<tr>
<td>Construct a boiler plant expansion</td>
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<tr>
<td>Renovate Simpson Hall Basement (per DOC)</td>
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<td>$ 2.0m</td>
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<tr>
<td>Construct an addition to Segregation and Monarch Buildings (per DOC)</td>
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<td>$ 4.0m</td>
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<tr>
<td>Construct visiting entry and outside administration building, a new health services unit and infirmary; expand Prescott Hall dining room and remodel the kitchen; expand the gatehouse to provide space for an armory and staging area; demolish the dormitory barracks and construct a 100 cell/200 bed medium security housing unit.</td>
<td></td>
<td></td>
<td>$ 35.4m</td>
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<td>Construct a 160 cell/240 bed minimum security housing unit outside the perimeter</td>
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<td>$ 12.8m</td>
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<td>Construct new warehouse/stores area outside perimeter</td>
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<td></td>
<td></td>
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<td>$ 1.9m</td>
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<tr>
<td>Renovate Harris and Addams Halls</td>
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<td>$ 8.4m</td>
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<td><strong>TOTAL:</strong></td>
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<td><strong>$ 37.2m</strong></td>
<td><strong>$ 10.3m</strong></td>
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</table>

### Summary

It is strongly recommended that the proposed projects and physical plant changes be addressed in a timely manner so that the female system is allowed to expand and appropriately address the needs of the female population.

The availability of secure warehouse storage for bulk food and materials as well as administrative space outside the secure perimeter of the institution is a DOC standard for all of its major institutions. These needs should be addressed at TCI so that it can function more effectively as the major secure institution for women inmates in the state.
The restrictions of the available site area within the secure perimeter and the need to preserve some of the historic structures on the grounds of the institution, there are limited areas available for the construction of secure housing at the institution. These sites can, however, allow for the limited expansion of medium and maximum security housing and elimination of the need to continue to house inmates in these historic buildings which present accessibility concerns and hazards to both staff and inmates.
John C. Burke Correctional Center (JCBCC)

The John C. Burke Correctional Center was originally built to replace the former Waupun Bunkhouse facility and provide services to adult male minimum security inmates. The JCBCC continued to operate as a male facility until 2000 when it was converted to a minimum security pre-release facility for female offenders. The facility remained under the administration of the Wisconsin Correctional Center System until 2004 when it was organizationally transferred to the newly established Wisconsin Women’s Correctional System, administered by the Taycheedah Correctional Institution. The Center has a secure perimeter fence and is located on approximately twelve acres in the City of Waupun.

Overview

The Burke Correctional Center is one of three minimum security facilities available to serve the female offender population.

The mission of the JCBCC is to prepare inmates for a safe and successful reintegration into the community, maintain safe and secure facilities, provide work experience opportunities for eligible inmates prior to their release, provide education and treatment programming that meets the needs of the inmate population, and provide inmates being released to the community with the tools needed to succeed.

The Center acts as a “gateway” for female inmates moving from secure to less secure incarceration as well as for those offenders being temporarily returned to a more secure environment from the community as an “alternative to revocation”.

The authorized staffing pattern for the Burke Correctional Center includes approximately 52 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the center was $5,796,250, representing an annual per capita cost of $26,346 and a daily per capita cost of $72 for each female offender served there. The average daily population during that same fiscal year was 220 female inmates.

As of May 9, 2008 the design capacity for the Burke Correctional Center was 186. On that same day a population of 249 women was assigned to the facility.

General Issues

The Burke Correctional Center was originally built in 1990 to house adult male offenders and is now beginning to show signs of aging and excessive use. The administration area is extremely small and cramped and is also lacking adequate storage space. The Health Services Unit is also operating under conditions that should be considered less than adequate; the area was originally designed as office space. There is a dining room that functions as a true multi-purpose room, one day room and a gymnasium that offers treadmills and gym equipment that are available for inmate recreational use.

The main building is partially ADA accessible; the public areas are wheelchair accessible however there are no elevators to the upper housing levels.
Inmate Population and Projections
Given the continued overall increase in the number of incarcerated women served by the Department of Corrections the demand for programs at minimum security facilities will remain. There is a significant need for women who are eligible for work release to be able to have access to work opportunities in the community prior to their release. On average, there are 75 females from the Burke Center participating in work release. In addition, non-paid experience is available on various inmate project crews at numerous governmental, private and non-profit sites.

As of May 9, 2008, forty-eight percent of the total incarcerated female population of 1,432 was assigned to minimum security facilities. The Burke Center was housing 249 of the 682 women who were at the minimum security facilities.

Infrastructure Considerations
The facility is served by 1600A/200V/3ph electrical service with electricity supplied by the Waupun Electric Utility; the current capacity is adequate.

The life safety systems, emergency lighting, major mechanical equipment, fire alarm system, and door locks on exterior doors are all on emergency power from a generator. Portions of the building, mainly the storage areas, have sprinklers. The rest of the building is covered by a 4100 Simplex fire alarm system with smoke detection.

The staff has removed the metal halide lamps and replaced all of the T-12 ballasts with T-8 ballasts in the gymnasium during the last year.

The facility is fully utilizing the available phone lines; there are 32 extensions currently in use. The phone sets are original and outdated.

Some of the drain piping in the sewer line is pitched incorrectly in the inmate bathrooms and additional cleanouts are needed in the kitchen area. Plugged toilets are a common problem, but in general, the system is adequate.

The storm water runs out to the drainage ditch along the railroad tracks and the evaporator condensate drains to the storm water drain, often creating backups.

The required 130 psig of steam is provided to this Center from the Waupun Central Generating Plant. There are two pressure reducing valves (PRV); an 8 psig PRV for the heating system and a 26 psig PRV for the dishwasher and steam kettles in the food service area. The pressure reducing valves are frequently being replaced due to periods of inactivity where valves are dead-ended and the valve seats erode.

The existing temperature controls are the pneumatic type.

The building is under significant negative pressure at all times, however there are no heating problems, according to the facility staff. Some areas being used by staff were originally designed for inmates and
subsequently there is a lack air conditioning in them. The Alliant Energy Company provides the natural gas service.

The current security camera monitoring system at the JCBCC is two years old and in good working order. The most remote camera in the system previously had problems due to incorrect wire size but the problem has been repaired. The security system is able to capture camera data and retain it as reference for up to two weeks.

The exterior lighting is adequate; the perimeter fence was added in 1998.

The control center is adequate in size; however there is not enough wall space to mount equipment and counter work space is minimal.

The keying for inmate rooms is similar to keying for the offices and needs to be altered.

The food service is currently provided in-house. Two food service staff members operate the kitchen with the use of inmate workers. It is estimated that 120 people can be served at one time in the dining room, using two sittings for each meal.

The food service operation receives monthly food deliveries of meat; the vegetables are delivered weekly. Conveyors move the food deliveries from the dock to the storage areas. Industrial shelving has been placed in a basement storage room to increase the storage capacity; the food storage is currently at 100% of the available capacity. The chemical stores are kept in the janitor closet.

The facility is not able to maintain a 70 degree temperature set-point in the basement storage room. The existing two-ton air conditioning unit cannot keep up; heat is radiated into the room from the refrigeration system pipes connected to the cooler/freezer. The kitchen ventilation appears to be adequate, although there have been reports of hot spots. The staff has considered moving the air-cooled ice machines to a new location to reduce the heat generated by that equipment.

There are currently two 40-pound washing machines and two 50-pound dryers that are used for the institutional laundry which is done the inmates. The Center could use additional space for clothing storage and folding space. An air handling unit provides make-up air and there are no ventilation issues at this time.

**Treatment, Education and Other Services**

It has been demonstrated that the essential elements of risk reduction and critical success factors for all female inmates served by the Women’s Correctional System, which are reinforced through the programs and services offered at the JCBCC, include stable employment, stable residence, alcohol and drug treatment, strong family ties, cognitive/behavioral intervention, and education attainment. The JCBCC focuses on these critical success factors by providing the following programs and services to inmates: work release, community service project crews, education and treatment programming.

In addition to the emphasis on work release, the JCBCC offers opportunities for women to complete their High School Equivalency Degree (HSED), General Equivalency Degree (GED), limited coursework through UW-
Oshkosh and Moraine Park Technical Campus, driver’s education, behind the wheel classes and testing, parenting program, cognitive interventions and employment support groups. A significant number of volunteer and victim impact opportunities are also available.

The JCBCC is currently out of space for treatment programs. In addition to the lack of available space for programming, there is only one classroom and one teacher to provide all HSED and GED courses. There is always a waiting list for these classes and the classroom space is often being used for things other than educational purposes.

No vocational training is available at this time due to space limitations, staffing and other resource constraints.

The JCBCC has an on-site Health Services Unit (HSU) that operates Monday through Friday. The weekend hours of operation are 6:30am until 2:30pm. A doctor and a psychiatrist are available one day a week, a physician’s assistant is available seventy-five percent of the time, and 2.5 nurses serve the facility.

Each month there are between 700 and 800 sick call requests; the majority of the visits are related to work place injuries. The facilities at St. Agnes Hospital in Fond du Lac are used when the injury is serious; the services and length of hospital stay are dictated by the workman’s compensation insurance coverage. The Taycheedah Correctional Institution can also be used, as needed, for more intensive care requirements and for dental services. The WWCS will generally house the more medically needy inmates at Robert E. Ellsworth Correctional Center or Taycheedah.

The current HSU was originally designed as an office space. While not ideal, the HSU manager’s office is located outside of the unit due to the lack of space. There are two exam rooms and one office for a nurse practitioner. The available storage space for these areas is inadequate. The tele-medicine unit is currently in an open area; this function should be conducted in a more private area to comply with HPAA requirements.

A limited quantity of medicine is stored on site to backfill prescriptions. Medications and medical records and files are currently stored together; they need to be maintained in separate areas. There is no X-ray equipment on site; a portable unit is brought in as needed. Podiatry visits and eye exams are provided at the Dodge Correctional Institution.

**Operational Considerations**

The exterior of the JCBCC is weathering, and some of the stucco covering the building has been damaged by rodents. The 17-year old roof is showing signs of deterioration; the metal sheathing has signs of rust that were treated with spot grinding and painting fairly recently.

The rubber membrane roof is starting to come apart along the edges of the 2 x 4 roof blocking. The roof membrane and insulation shifted during a strong (+70 mph) wind storm. There are two spots where wind driven rain caused leak problems, but some of the leaks cannot be located. The DOA, Division of State Facilities, has had the roof inspected.
The floor tiles in the bathrooms are problematic and could pose a potential safety concern. The finishes have been cleaned completely off the tiles, and staff has been replacing grout annually. All the sheet vinyl and carpeting is original and signs of significant aging after 17 years of wear are evident.

The storage space is very limited throughout the facility. The administration space and the HSU are located in very small, cramped spaces. The amount of space allocated for treatment programs and educational classes is very limited as well. If the necessary expansions for housing and programming would occur, it will likely reduce the amount of outdoor exercise space and require relocation of the delivery road at the rear of the facility.

Any expansion of the educational program space would be consistent with the mission of the facility to act as a gateway for inmates moving from secure to less secure incarceration, as well as for those offenders being returned from the community in the “Alternative to Revocation” program. There is presently only one teacher for the large inmate population simply because there is no more classroom space for treatment and educational programs. The single existing classroom is used for many purposes now, and there is always a waiting list for the programs offered.

Existing Problems and Constraints
The most pressing requirements at this Center relate to the need for additional program, support, health service and administrative spaces. The Center has been in operation since 1990 and many of the systems and equipment are from the original construction. In addition, the institution has had a number of significant roofing problems in recent years, some related simply to age and others due to storm events. Some of the problems have been corrected, but others are presently unresolved. The ability to sustain the future use of this facility will require that attention and resources be directed to improving these conditions.

Expansion Capacity
There is ample room inside the fence for additional program space, even though it may come at the expense of the outdoor recreational area, depending on the final site layout and configuration. The steam capacity is not a constraint as there appears to be adequate supply from the Waupun Central Generating Plant. The electrical service is provided by the Waupun Electric Utility, and there is sufficient capacity for some expansion. The telephone service, however, is being fully utilized and additional service would be needed if any future expansion were to occur.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants' site tour:

- Repair of mezzanine brick wall leaks.
- Replace interior finishes, including housing shower areas and administration area carpeting.
- Repair vinyl seams in various places.
- Roof repairs or replacement.
Recommended Major Capital Projects and Estimate of Probable Cost

<table>
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<tr>
<th>John C. Burke Correctional Center</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tr>
<td>Construct additional program, core and support spaces</td>
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<td>$ 4.1m</td>
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</table>

Summary
The ability of the JCBCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the Consultant that, following the completion of additional minimum security capacity for female inmates in SE Wisconsin, the JCBCC be returned to its former use as a male correctional center. However, regardless of its use for either male or female inmates, by addressing several of the critical infrastructure and space deficiencies noted earlier, the JCBCC will be better able to provide the necessary services to the staff and inmates.
Milwaukee Women’s Correctional Center (MWCC)

The construction of the new MWCC was completed in late 2003 and female inmates began occupying the Center in 2004. Built as a 100-bed replacement for the old 44-bed Women’s Center, the facility is now in the position of being able to afford the opportunity for an additional 56 women to participate in community-based programming critical to their eventual return to the community. The MWCC remained under the administration of the Wisconsin Correctional Center System until 2004 when it was organizationally transferred to the newly established Wisconsin Women’s Correctional System (WWCS), administered by the Taycheedah Correctional Institution. The Center is located on approximately one acre of land in the City of Milwaukee.

Overview

The Milwaukee Women’s Correctional Center is one of three minimum security facilities available to serve the female offender population. The mission of the MWCC is to provide a safe and secure environment offering services and opportunities for women to be educated and learn viable skills; to work in the community; and to receive treatment in order for them to return to society in a more pro-social manner. The mission is based on a philosophy of commitment to new ideas and productive change. The MWCC is a facility which provides incarcerated women, their families and the community with quality services that are measurable and carefully managed within a safe and well structured environment.

The authorized staffing pattern for the Milwaukee Women’s Correctional Center includes approximately 22.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total annual operating cost for the Center was $2,780,041, representing an annual per capita cost of $31,236 and a daily per capita cost of $85 for each female offender served there. The average daily population during that same year was 89 female inmates.

As of May 9, 2008 the designated capacity for the Women’s Center was 100 and on that same day there were 101 women occupying the facility.

General Issues

There is no segregation housing at MWCC. The facility, however, does have one holding cell which is generally not typical of other minimum Centers. This cell can be utilized to contain an inmate who presents a behavior management problem until appropriate transportation arrives for her relocation to temporary lock up at another location. Such problem inmates will be transferred to the Robert E. Ellsworth Correctional Center, the Milwaukee Secure Detention Facility or the Taycheedah Correctional Institution.

There is one conference room in the Administration Building that is adequately sized for the demands placed on that space. Within the facility, it also appears that there is no unused space available. The Center staff is currently using storage rooms which do not have proper lighting or ventilation, for office areas.

The Center contains two day rooms; one day room is being used as an exercise room containing light weights and exercise equipment. The outdoor exercise/recreation includes volleyball and a standard basketball court. This area is used very little by the inmates since it is located immediately adjacent to a rental property. The male tenants verbally harass the inmates and, in the past, have tossed contraband items in to the recreation area. The City of Milwaukee ordinances do not allow for construction of a surrounding wall or barrier that might offer some sight and sound protection to address this situation.
For practical purposes, the dining room functions as a multi-purpose space. It is used for visiting and is often completely occupied during visiting hours, which are Tuesdays and Thursdays from 6:00 to 9:30pm and Saturday and Sunday from 1:00 to 4:00 pm. Many children are regularly involved in these visits. The dining room is also used as a chapel and to conduct large meetings. The outdoor visiting occurs in an area that is not secure due to its proximity to the street.

The inmates are received at the Center through the entrance at the rear of the building. In the event that reception overflow occurs, it is handled in the dining room. The formal intake process occurs in a separate room designated for that purpose that can handle two inmates at a time.

Any attorney meetings with clients take place in the conference room, or when unavailable, within an office. Some of the family meetings which involve staff, or meetings with agencies that are bringing in children with special needs to see their mothers, can take place privately, when space allows. However, that is not always possible.

A small three-room suite serves as the facility’s on-site Health Services Unit (HSU). Two nurses staff the facility for 40 hours each week, in addition to a nurse practitioner who provides 8 hours of service per week. One of the rooms used as an exam room is not adequately sized for that purpose. It was intended to be primarily used for sick calls. The room currently being used for the visits from the nurse is a basic sick cell that is not properly sized for that purpose. Additionally, the on-site medications and drugs are also kept in the exam room. The female inmates average 120 to 200 sick calls and/or medical visits each month; this also places significant demands on the limited space available. A psychologist uses space in the administration area due to lack of available office space in the HSU. The ability to contact the security control center from the HSU could be improved with the addition of another telephone line.

The MWCC facility is in compliance with the Americans with Disabilities Act (ADA).

The exterior building walls and windows are in acceptable condition. There are numerous cracks in the exposed concrete foundation but the basement area is dry. The pipes that are located in the attic area have been subject to freezing in the winter months.

**Inmate Population and Projections**

Given the continued overall increase in the number of incarcerated women served by the Department of Corrections the demand for additional programs at minimum security facilities will remain. There is a significant need, particularly because more than forty percent of the female population will return to Milwaukee and southeastern Wisconsin upon release from prison, to have access to work opportunities in the local community prior to their release. Generally, almost fifty percent of the population at the MWCC are involved in work or study release. In addition, non paid experience is available for inmates on project crews.

As of May 9, 2008 the Milwaukee Women’s Center was housing 101 of the 682 women inmates who were assigned to the female minimum security facilities.
Infrastructure Considerations
A storm water retention pond with yard drain is located on the southeast corner of the property on which the facility is located. The drain tile and sump pump system are in good operating order and the basement is dry. Some concern was expressed that perhaps the plumbing piping was not installed properly.

The hot water heating system is adequate, but zoning and temperature control are inadequate. There are major temperature differences between areas of the building. The boiler and hot water heating controls are pneumatic.

The existing 800Amp electrical service is adequate and the currently connected load is about 200Amp. The electrical distribution panel is full. An emergency generator is sized for 400 Amps. Following a power outage, all electrical equipment comes back on all at once. The 400 Amp circuit breaker on the generator often trips out; this issue should be addressed immediately.

There is a central paging system, and the IT system is working well. However, cooling in the server room is needed to reduce the stress on the head-end equipment. There were some HVAC problems during initial construction of the facility.

Security Considerations
The Central Control area is responsible for the operation of all security and fire alarm systems. There are no sprinklers in the building and each fire alarm is assessed locally in the Central Control before the fire department is notified. The door controls are also monitored from this area. A single door provides the only entry or exit into this area and there is not a pass-through available for keys, medications, etc. The two levels (risers) create some operating concerns in the efficient use of the space.

There are serious ventilation problems in the toilet rooms causing wall covering damage and frequent mold problems. The law library, located in the resource room across from Central Control, cannot be easily viewed by staff. This area is also in need of improved ventilation.

The majority of the security cameras are located on the exterior of the building, in part, because of the nature of the neighborhood in which MWCC is located. The internal security of the Center could benefit from additional cameras.

The location of the metal detector at the front entrance to the facility and its proximity to the lockers creates security and operational concerns. The entire area is very congested and the introduction of contraband in to the Center is difficult to control. Additional staff members are often required to observe activities in the visiting room and the entrance to the Center, especially during visiting times.

A fence encloses the main parking lot but it is not secured with a gate. Pole lights are mounted in the rear dock area and main parking lot. All other exterior lighting is mounted on the building. The security lighting options are restricted due to the residential neighborhood in which the facility exists.
**Food Service and Laundry**

The overall condition of the food service area is good. However, the total amount of space available is insufficient and does not allow all of the meal preparation functions to occur at one time. There is a considerable amount of congestion during food preparation and serving times.

All of the laundry is done on-site. In the inmate area there are four washers and four dryers where inmates do their personal laundry, plus one large, institutional washer and dryer. There is minimal room for folding laundry and the clothing and linen storage in the basement is limited. A hair salon is located within the laundry and staff surveillance is limited. There is a limited amount of general storage available in an outdoor, unheated, steel storage container. Currently it is used mainly for lawn care equipment.

**Treatment, Education and Other Services**

Similar to the other minimum security facilities for women, the Milwaukee Women’s Correctional Center provides programs and services that offer opportunities for women to address the critical factors that will improve their chances of successful return to the community. Stable employment, stable residence, alcohol and drug treatment/education, strong family ties, cognitive and behavioral intervention and educational achievements are emphasized. The majority of the women who are served by the Center are single mothers who have suffered some type of physical or emotional abuse in their lifetime. Their average age is 30 years and their primary treatment need is alcohol and drug abuse treatment. Less than fifty percent of the women have a high school education and their reading ability is at the 6th to 8th grade level. Their average sentence is between two to six years.

The Center’s location in the state’s major urban area provides important access to numerous services and treatment agencies within the City of Milwaukee that have gender specific programs designed to address the needs of the female offender. These programs represent a valuable resource in assisting the women in assuming responsible lives in the community upon their release.

The MWCC currently offers a 16-week gender specific AODA program, the Treatment Alternative Program (TAP) that is a collaborative program between the DOC and other state and local social service agencies. Women housed at the Center also participate in the Milwaukee County House of Corrections, Day Reporting Center. In addition, a number of community agencies provide treatment in the areas of drug and alcohol abuse education, sexual assault treatment, parenting, domestic violence treatment, women’s support groups, and eating disorder groups. A significant number of volunteer, victim impact and religious activities are also made available to women at the Center.

Almost fifty percent of the women at the MWCC are involved in work release in the community. These work experiences are critical to their re-entry to the area upon release and allow the women to gain important skills to support their independent living and family when they return to the community upon release.

The STEP program, in partnership with Milwaukee Area Technical College, offers construction site related training for a variety of building trades with the aim of having the inmates acquire a trade related apprenticeship following release from prison. Currently there are between 2 - 4 inmates in this program. The MWCC also offers...
opportunities for women to complete their High School Equivalency Degree (HSED), General Equivalency Degree (GED) and study release in the local community.

Operational Considerations and Issues

The neighborhood in which the MWCC is located has contributed to concerns regarding the safety and security of the facility and the site. There is known gang activity in the area. Problems occur with residents of neighboring properties throwing objects on to the property and verbally harassing the women when they use the outdoor recreation areas. The access from the street directly to windows in the facility presents a security problem. When families and children visit the Center parking is a major issue since they are required to park on the neighboring streets.

Space is at a premium within the facility and the site is relatively landlocked with the exception of limited area to the south. Whether there is an option to purchase additional land is not known at this time and without more space, significant changes to the existing Center are not possible.

The staff is already doing everything it can to utilize the dining room for multiple uses and there is simply nowhere else to go to address most of the other space shortfalls.

Addressing the building systems and security needs of the Center will help staff deal with the day to day issues. Ideally, addressing some of the existing functional space issues would ultimately enhance the operational capabilities of the Center.

Existing Problems and Constraints

The existing facility is relatively new having been constructed in 2003. Nevertheless, there are problems with certain building systems and limited core and support space that present daily challenges for staff and inmates. There is currently no space that is not utilized including storage rooms that have been converted to office space even without proper lighting and ventilation.

There is very limited program space available in that one dayroom area has been converted to an inmate exercise space and there is a lack of adequate office and meeting space as well as storage in the building. Although the medical area has recently been enlarged the psychologist must use space in the administrative wing.

The dining room is used for a variety of functions including inmate dining, visiting, dayroom, and program/meeting space. The over use of this space often eliminates its ability to be used effectively for other functions. In addition to the lack of office and meeting room space, there is significant congestion in the food service area during meal preparation and problems in the main lobby which is poorly laid out for screening and searching of visitors prior to their entering the visiting/dining room area.

The building’s electrical system is adequate but has problems with the circuit breaker on the emergency generator. The heating and ventilation system is also adequate but has problems with zoning on the heating side and less than adequate ventilation in the inmate toilet and shower areas and the law library. This could be partially due to the overcrowding but nevertheless is an ongoing issue. The inmate telephone system is
functional but the security camera system needs to be upgraded with additional cameras to cover some of the interior spaces.

There are areas of the site perimeter that require improved lighting and security including the outdoor basketball court which is immediately adjacent to a residential rental property. Additional parking is often needed when the institution is fully occupied, all assigned staff is in the building and visits are taking place.

**Expansion Capacity**

The Center was designed to house 100 inmates in double-bunked rooms. Routinely, the Center is at slightly more than 100% capacity. This has taxed all the building systems and made flexibility of using some spaces for multiple purposes mandatory. It also restricts the staff from having the ability to separate inmates effectively or provide a private room to an inmate that has significant physical handicaps.

As previously noted, there are several areas within the building that are undersized and problems with heating and ventilation in certain building areas make everyday living difficult for the staff and inmates.

The site is urban, very limited in size and bordered by streets on three sides and private rental property to the south. If expansion of the site to the south was possible through property acquisition, it would permit the addition of program and support space as well as storage. It would not easily facilitate any expansion of inmate housing. This site expansion would also potentially eliminate the current problems with the use of the outdoor recreation space.

**Summary of Institution Identified Needs**

The following conditions were noted during the Consultants’ site tour:

- Expansion or modification of the main lobby and waiting area; provide a secure entry.
- Address electrical and plumbing system problems.
- Additional security cameras needed to improve staff surveillance.
- Improve the operational layout or increase the size of the food service area.
- Address the needs of the administrative office area and building storage.

**Recommended Major Capital Projects and Estimate of Probable Cost**

No major projects are being recommended at this Center.

**Summary**

The ability of the MWCC to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommendation of the Consultant that the DOC should address the current shortcomings and correct building and security systems problems to the extent possible. Minimal expansions within the boundaries of the current site for storage, office space, food service, and program should be considered.
The general facility priorities include addressing the electrical and plumbing system issues and improving the operational layout, or increasing the size, of the food service area. Expansion of programming, visiting, and group meeting areas is necessary, as will be increasing the number of staff offices. Expanding participation in the “Big Step” program for construction training and apprenticeship, as well as expanding program space to facilitate this increase in participation are current goals. Improving staff surveillance of the rear housing unit is also imperative.

Further expansion for inmate housing is not recommended unless sufficient site area can be acquired to develop the necessary core and support space and parking that will be needed to accommodate that expansion and improve the operation of the existing center.
Robert E. Ellsworth Correctional Center (REECC)

The Robert E. Ellsworth Correctional Center was opened in 1989 as a minimum security facility for incarcerated females. Originally constructed in 1954 to provide on grounds housing for state workers, the facility’s main building, Ellsworth Hall, was converted to the minimum security facility for women. In December 2000 an additional 100 beds were added to the facility. The REECC is located on approximately twenty-seven acres of land adjacent to the Southern Wisconsin Center for the Developmentally Disabled and the Southern Oaks Girls School near Union Grove. The Center currently operates three distinct housing units: a pre-release unit, a non-pre-release unit, and temporary lock-up unit.

Overview

The Ellsworth Correctional Center is one of three minimum security facilities available to serve the female offender population. The mission of the REECC is to provide a safe and secure setting for the surrounding communities and the women incarcerated in the Center; prepare the women for reintegration into the community; offer programs that will provide the women with the skills to become productive members of society upon release; and provide the women with the necessary skills to choose a more positive alternative lifestyle to the one that resulted in their incarceration.

The authorized staffing pattern for the Ellsworth Correctional Center includes approximately 114.5 full time equivalent positions. For the fiscal year ending June 30, 2007 the total operational cost for the Center was $10,909,586, representing an annual per capita cost of $35,306 and a daily per capita cost of $96 for each female offender served there. The average daily population during that same fiscal year was 309 female inmates.

As of May 9, 2008 the design capacity for the Ellsworth Correctional Center was 230. On that same day a population of 319 women was assigned to the facility.

General Issues

The facility’s primary building, Ellsworth Hall, has limited ADA accessibility. Work release units do not have ADA accessibility for the 122 inmates in work release programs. This deficiency was sited in the DOJ ADA 204-85-105 Compliance Survey of fourteen Wisconsin Correctional sites.

The Ellsworth Food Service Facility was completed in 2000 and is well designed and suitably equipped.

Inmate Population and Projections

Given the continued overall increase in the number of incarcerated women served by the Department of Corrections and the need for a continuum of services across all levels of security, the demand for programs at minimum security facilities will continue. The REECC serves the needs of those women who are currently eligible for work release and those who have not yet achieved the necessary classification rating that allows them to participate in the community based work opportunities. In addition, the facility operates a twelve bed temporary lock-up unit that can serve inmates with behavioral problems from the REECC as well as the Milwaukee Women’s Correctional Center.
On average, there are 53 offenders on daily work release placements in the community. In addition, non paid work experience is available for an average of 11-15 women who participate on inmate project crews at various governmental agency locations.

For the majority of the female inmates that are not currently eligible for release in the community the REECC offers a number of treatment and related programs designed to improve their eventual eligibility for community programming.

**Infrastructure Considerations**
Due to the proximity of Ellsworth Correctional Center to the Southern Oaks Girls School and the Southern Wisconsin Center, a number of the infrastructure systems for each facility are connected together. The Village of Union Grove provides water to the REECC and the sanitary and storm sewers are connected to the Village systems. There are separate water meters for the Food Service Building and Main building. Wisconsin Energies (WE) provides electric and gas services to the REECC through the Southern Wisconsin Center. The fire protection system is inadequate with sprinklers provided only in segregation, the kitchen and visiting room.

A 100 KVA diesel generator serves critical loads in the building. Fifty percent of the building has its original breakers and wiring. Plumbing fixtures and pipes are also original and are in need of repair. Due to undersized sump pumps, the basement experiences frequent flooding.

Steam is provided from the Southern Wisconsin Center to the Main building through the Food Service building. The perimeter steam heating system provides heat for the building. The original steam control valves and piping are in poor condition. Much of the steam piping insulation contains asbestos. There is concern that the Southern Wisconsin Center will shut down the power plant which will eliminate the steam source for the REECC main building. Operable windows in the housing units provide natural ventilation. A combination of window air conditioners and small, split system air conditioners provide cooling in critical areas, such as the two segregation cells, control center and health services unit.

**Security Considerations**
The existing fence line at the Center lacks perimeter lighting. A larger central control area in Ellsworth Hall is required to accommodate the electronics and also provide a greater degree of privacy. Deteriorating windows in cracked wooden frames do not have security screens and are a security concern for the facility.

**Food Service and Laundry**
The food service facility was built in 2000. Approximately 1200 meals per day are produced and distributed to inmates at the Center as well as to the SOGS facility located on the same campus. The overall size is adequate for the present demand. The facility could use a small range to accommodate special diet preparation. Bakery activities consume much of the available space and a separate baking area would be an improvement. Overall, the facility could probably accommodate another 20% increase in the population it serves, if necessary. At the time of the visit there were two, new South Bend griddles with refrigerated bases staged on the loading dock. In the basement storage area there was a newer bank of fryers and one slicer that could possibly be used at another state facility.
Even though it is quite new, the food service area is challenged by a number of conditions. The new walk-in cooler/freezer unit has a bowed wall. It appears to be a central issue related to the original installation that may cause more serious issues in the future. It was reported that concrete was used (poured) between one section of the walls and the block wall to stabilize the walk-in wall. This should be monitored carefully. If signs of ice buildup on the inside, (or condensation and mold on the exterior ceiling or back walls) appear, the panels should be inspected at the seams for air-leaks. Depending upon the severity of the conditions, the walk-in may need to be taken apart and, at a minimum, the compromised walls replaced. The missing cove base tiles should be replaced. The floor and drain-trough areas in the kitchen are located above the basement area. Leaks are substantial enough that 33 gallon containers need to be placed under the plumbing fixtures directly below them. At the time of the visit, the facility was in the process of requesting that a project be approved to correct this condition. The problem was created by the first set of holes that were cored for the drain-trough connections being done in the wrong location. As with other locations, there appear to be cracked tiles where the water spilling into and around the trough leaks through to the basement level.

The food service area is not on back-up power. Trash removal is time-consuming and costly; the use of a trash compactor or other means of reducing waste volume would be very helpful.

The laundry facilities are not adequate for on-site laundry. The Center intends to begin using Badger State Industries for the institution laundry needs. The available space for laundry storage, even when that occurs, will be inadequate.

**Treatment, Education and Other Services**

Similar to the other minimum security facilities for women, the Ellsworth Correctional Center provides programs and services that offer opportunities for women to address the critical factors that will improve their chances of successful return to the community. Stable employment, a stable residence, alcohol and drug treatment/education, strong family ties, cognitive and behavioral intervention and educational achievements are emphasized.

The REECC offers the Earned Release Program (ERP) to address the needs of female offenders who require AODA treatment and who qualify for early release. This is a court-initiated, six-month, gender-specific program that promotes victim awareness and community service as well as AODA education, treatment and relapse prevention. The Earned Release Program works in cooperation with community corrections to ensure successful community reintegration following the inmates’ completion of the intensive treatment program.

The facility offers programs in anger management, cognitive interventions and parenting. In addition, “A Look Inside” is a specialized 90 day program that provides an “alternative to revocation” (ATR) for women in the community who have violated the rules of their supervision and are facing a possible return to prison. Its focus is on helping the women gain insight into their own destructive behaviors and assist them in choosing positive life skills that are free of criminal behaviors.

The educational programs at the REECC provide opportunities for women to complete their High School Equivalency Degree (HSED), General Equivalency Degree (GED), participate in Adult Basic Education (ABE), pursue the Office Assistant technical degree program through Gateway Technical College or enroll in
correspondence courses through the Milwaukee Area Technical College or other higher education institutions. The Center also works with the Wisconsin Institutions Literary Council to train women to become qualified as tutors.

A significant number of volunteer and victim impact/restorative justice activities are also available at the REECC.

The REECC operates an on-site Health Services Unit. The HSU recently instituted the use of computerized records to improve the continuity of care and decrease errors. Gender specific health and personal care literature is available in the Health Services Unit; the unit also promotes initiatives such as Women’s Health Week and weight loss programs. The HSU also provides dental services to the Southern Oaks Girl School.

**Operational Considerations**

Ellsworth Hall was originally constructed in 1954 as on grounds housing for state workers. It was converted to its present use as an adult female minimum security facility in 1989. Given that this was never its intended use; the building’s space plan is very inefficient. The necessary spaces sized appropriately and in the proper relationship to each other are simply not available.

In addition to its less than effective layout, Ellsworth Hall presents other issues, primarily related to the aging condition of the building. There are hazardous materials such as lead paint and asbestos flooring that are structurally present. The building experiences unbalanced heating and cooling. The finishes are worn out, windows are deteriorated, and the walls and roof are poorly insulated. Only limited areas of the building are protected with a fire suppression sprinkler system.

Space deficiencies and needs include the following:
- Inadequate visiting space with updated officer station and visitors’ lockers
- Larger intake/reception area with shower facility
- Larger segregation unit (the current unit with 19 beds is too small)
- Additional area for inmate property storage
- Lack of inside recreation areas
- Conference room with teleconference capabilities
- Observation cells
- Larger health services unit
- Loading dock with more storage

The expansion in the capacity of this facility would provide additional job opportunities within the community and not displace any of the current staff. However, the proposed expansion of this site would need to occur in a minimum of two phases. The first phase would be the development of a new stand-alone minimum security work release center to the east of the current facility. This new Center would house approximately 350 female inmates and would require a perimeter fence. Following that, it is recommended that a new 300 bed medium security institution for women be built on the site where the existing REECC operates.
It is anticipated that the Center and the new medium security institution will be under the administration of one individual who will have responsibility for the daily operations of both facilities and report to the Women’s Correctional System Warden.

Once both facilities are operational, the inmates from the new Center will be able to receive health care, food service and laundry services from the medium security institution. Maintenance staff from the medium security institution could also provide services to the Center.

**Existing Problems and Constraints**
The existing building design plan is, for the most part, very dated and designed in a configuration that does not provide a safe and secure correctional environment for staff and inmates. Also, the tenets of the Prison Rape Elimination Act (PREA) of 2003 mandating unobstructed observation of all inmate use areas and elimination of hiding places are requirements that cannot be met within the Center’s existing multi-story and dated building complex.

The existing building, with the exception of the food service area, visiting and segregation additions, is in poor condition and is not a suitable candidate for renovation or expansion. It is not ADA compliant in most areas and it contains significant amounts of lead based paint and asbestos floor tile. The building envelop is also very old and does not have adequate wall and roof insulation or sound windows to provide an effective thermal enclosure. As a result, the utility costs for the building are quite high.

**Expansion Capacity**
The Center’s existing site is not large enough and it does not have adequate direct access to roads to permit the proper development of a major female correctional institution. However, the need for additional female minimum security beds in SE Wisconsin and the increasing need for a site for medium security female inmates to relieve the severe overcrowding at the Taycheedah Correctional Institution are well documented. The location and re-use of the REECC site would effectively address both the immediate and long-term needs for female inmates within the Wisconsin Women’s Correctional System.

The existing location of the REECC on the grounds of Southern Wisconsin Center, which has experienced a significant decline in its patient count over the last two decades, also permits the development of this site for additional beds because of the excess capacity in utilities and power plant capacity. With a limited increase in the current site’s land area and reconfiguration of the site, the proposed expansion is possible through construction of new housing, program and support space.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants’ site tour:

- Add 300 medium security beds
- Construct new administration area
- Condensate line replacement
- Water distribution system upgrade
- Window replacement
Demolish existing housing

The major capital projects being recommended below for the REECC will address these needs as necessary.

### Recommended Major Capital Projects and Estimate of Probable Cost

<table>
<thead>
<tr>
<th>Robert Ellsworth Correctional Center</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construct a 200 cell/350 bed minimum security housing facility to include administration, food service, dining, education, program, recreation, and other support services; a 4800 ESF optical lab, production space and warehouse facility are included.</td>
<td>$ 19.8m</td>
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<tr>
<td>Construct two 100 Cell/150 bed medium security housing units; a 30 bed/cell segregation unit; gatehouse; administration building; multi-purpose building; vehicle storage &amp; maintenance building, warehouse and secure perimeter fence</td>
<td>$ 44.8m</td>
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<tr>
<td><strong>TOTAL:</strong></td>
<td>$ 19.8m</td>
<td>$ 44.8m</td>
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</table>

### Summary

Once the construction of the new minimum security facility is complete and the facility is operational, the inmates currently housed at REECC would be moved to the new facility and the existing buildings would be demolished. The proposed 100 cell/200 bed medium security institution would then be constructed within a secure perimeter similar to any other major correctional institution within the Department of Corrections system.

It is also recommended that the new institution be planned for a potential future expansion of an additional 200 cell/300 beds; the necessary core and support functions should be built now to accommodate that level of operation. In addition, all utilities and infrastructure should be installed to address the needs of the larger institution so that the timely and most cost effective additions can be constructed with a minimum of disruption to the institution operation in the future. The site planning will also address the proposed development of an Optical Laboratory the will be operated by the Bureau of Correctional Enterprises, Badger State Industries. This proposed industry will employ approximately 20-25 female inmates who will have completed the necessary vocational training program while at Taycheedah Correctional Institution, prior to their transfer to REECC.
Facility Evaluations of Juvenile Corrections Facilities

The Division of Juvenile Corrections is one of four major divisions within the Department of Corrections with primary responsibilities for the provision of direct services to juveniles pursuant to Wisconsin Statutes, s.938.01(2). Under Wisconsin law, a juvenile is defined as any person under the age of 18 years, except that for purposes of investigating or prosecuting violations of state or federal criminal law, a juvenile does not include a person who has attained 17 years of age. Under previous law, 17 year old offenders were treated as juveniles. In 1995, Wisconsin Act 27, the 17 year old offenders began to be treated as adults, effective January 1, 1996.

Overview
The mission of the Division of Juvenile Corrections is to promote a juvenile justice system that balances protection of the community, youth accountability and competency building for responsible and productive community living. The guiding principles within which the DJC carries out its mission include:

- Promote prevention and early intervention efforts at the community level.
- Provide individualized and culturally responsive programming.
- Implement the concepts of restorative justice in DJC programs.
- Affirm that staff is key to successful program operation and positive treatment outcomes.
- Treat a diverse workforce as valued partners by fostering staff development and effectiveness.
- Strive to assure that staff and youth are safe and free from victimization.
- Promote wellness for staff and youth.
- Conduct program evaluations to identify and support high quality and cost effective programs.
- Provide and manage resources to promote successful community reintegration.
- Work in partnership with families, counties and other community agencies to build positive youth competencies.
- Develop and implement individualized case plans, based on the uniqueness of each youth.
- 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.
- Assist in the recovery of victims of crime.
- Research, develop and utilize technological innovations to insure effective and efficient decision making by the DJC.
- Provide leadership in the juvenile justice community.

The primary responsibilities assumed by the Division of Juvenile Corrections for youth in its care are the operation of Type 1 Secured Juvenile Correctional Institutions (JCI) and the provision of community supervision to successfully transition youth to the community following their stay at a secure juvenile correctional institution.

The juvenile courts from all 72 Wisconsin counties have the authority to commit male and female delinquent youth aged 12 years or older to a Department of Corrections (DOC) Type 1 Secured Juvenile Correctional Institution (JCI). Under unusual circumstances, a delinquent under the age of 12 years may be placed at a JCI.

Generally, a juvenile court order is for one year with the possibility of extensions up to the age of 18 years. Youth who commit particularly serious crimes may be committed for 5 years or until the age of 25 years.
depending on the nature of the crime. In some cases, a criminal court may place a convicted youth in a JCI when the youth is under 16 years old.

Juveniles placed in a Type 1 Secure Juvenile Correctional Institution are required to meet the following criteria:

- Committed an offense punishable by a sentence of 6 months or longer if committed by an adult; and
- Found by the court to present a substantial risk to the community requiring placement in a secure facility.

There are currently four “secure” juvenile correctional facilities operated by the DOC, with a combined operating capacity of 709 beds, available to meet the needs of youth whom are adjudicated delinquent. The location of these facilities is shown in Appendix C. The Department of Corrections operates three Type 1 Secure Juvenile Correctional Institutions. The two male facilities are the Ethan Allen School (EAS) located in southeastern Wisconsin near Wales and the Lincoln Hills School (LHS) located in north central Wisconsin near Irma. The female facility, the Southern Oaks Girls School (SOGS) is located in southeastern Wisconsin near Union Grove. In addition, an adventure based program known as SPRITE, which is located in an off grounds non secure facility in Oregon, Wisconsin is available for juvenile males. The total designated capacity for the Division of Juvenile Corrections facilities is presently 709 beds; 342 at Ethan Allen, 298 at Lincoln Hills, 57 at Southern Oaks and 12 at SPRITE.

The Department of Health Services operates a Type 1 Juvenile Correctional Institution that provides treatment to juvenile males with complex emotional and behavioral problems. This institution is known as the Mendota Juvenile Treatment Center (MJTC). The facility is designed to provide psychological evaluations, specialized treatment, training, programs and supervision to delinquent youth whose behaviors present a serious problem to themselves or to others and/or whose mental health needs are most appropriately met by placement at a specialized treatment facility. Male youth placed at MJTC are transferred to the facility from either Ethan Allen or Lincoln Hills. The operating capacity for the MJTC is presently 43.

Programs and Services Provided in a JCI

Ethan Allen School and Lincoln Hills School each operate a reception cottage where juveniles reside for approximately thirty days during which they receive an individualized assessment upon their arrival at the respective institution. A similar six bed unit is available for girls at Southern Oaks Girls School. Following their reception period each youth receives an individualized treatment plan and is placed in one of the cottages or units most suited to their needs. Cottages can offer specialized treatment programs such as alcohol and other drug abuse, mental health, cognitive interventions or sex offender treatment. Each of the facilities also operates a security unit where juveniles with serious disciplinary violations or behavior problems can be temporarily housed.

Wisconsin law requires school attendance by a juvenile less than 18 years of age without a high school diploma or equivalent (GED or HSED). DJC youth attend school full-time at the JCI in a central location or in their living units. Improving academic skills clearly plays a vital role in a youth’s ability to successfully reintegrate into the community.
Youth over 18 years of age are not legally required to participate in educational/vocational programs, but DJC generally requires all youth to participate in such programming as part of their individualized case plans. Educational programming is offered at a variety of academic levels including middle school, high school, HSED, technical college courses and vocational programs. A significant percent of DJC youth require Special Education services.

In 2001, the Division of Juvenile Corrections implemented a comprehensive LifeWork Education Program that assists the youth in understanding the connection between education and career development. The program involves administration of aptitude and assessment tests, development of a LifeWork Education Plan, and compilation of a Career Portfolio that contains a record of the youth’s academic, vocational, social and employment achievements. LifeWork Education encompasses traditional academic classes, career exploration, development of soft skills (interviewing, writing resumes, etc.) as well as vocational training. A goal of LifeWork is to build a bridge between the juvenile justice system and the Wisconsin workforce development system.

According to the Division of Juvenile Services, the EAS, LHS, and SOGS generally offer all of the treatment programs, services and educational and vocational programs noted below, with a few exceptions.

### Treatment Programs & Services

<table>
<thead>
<tr>
<th>Individualized case planning</th>
<th>AODA treatment program and / or education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Behavioral level systems on living units</td>
<td>Serious Sex Offender Program</td>
</tr>
<tr>
<td>Juvenile Cognitive Interventions</td>
<td>Culturally specific services</td>
</tr>
<tr>
<td>Individual, group &amp; family counseling</td>
<td>Anger management groups</td>
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<tr>
<td>Intensive mental health services</td>
<td>AA groups</td>
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<tr>
<td>Recreational activities like ROPE courses</td>
<td>Parenting groups</td>
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<tr>
<td>Victim impact programming</td>
<td>Traditional &amp; independent living services</td>
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<tr>
<td>Trauma groups</td>
<td>Spiritual/pastoral counseling</td>
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<tr>
<td>Grandparents and other mentoring programs</td>
<td>Restorative Justice (restitution and community service)</td>
</tr>
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</table>

### Academic Education & Vocational Programs

<table>
<thead>
<tr>
<th>Academic programming for a broad range grades</th>
<th>LifeWork Education Program</th>
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</thead>
<tbody>
<tr>
<td>Traditional high school diploma program</td>
<td>Chapter 1 &amp; other Special Education services</td>
</tr>
<tr>
<td>Pre-HSED and HSED programs</td>
<td>Library services</td>
</tr>
<tr>
<td>Computer classes</td>
<td>Human sexuality &amp; health education</td>
</tr>
<tr>
<td>Physical education and / or WIAA sports</td>
<td>Vocational programs</td>
</tr>
</tbody>
</table>

In addition, Health and Clinical Services are available to address the juvenile’s physical and emotional needs, providing a full array of medical, dental and mental health services. Licensed Health Services Unit staff members provide regularly scheduled services as well as 24-hour emergency on-call services.
Population Data – Juvenile Correctional Institutions (JCI)

According to a comprehensive report, “Cost-Effectiveness of Juvenile Correctional Institutions: Analysis and Options”, prepared by the DOC, Division of Juvenile Corrections in March 2007, the decline in secure juvenile correctional institution populations and the concentration of high-risk, high need juveniles in the correctional system, began in January 1996, when the age of jurisdiction for criminal investigation and prosecution was lowered from 18 to 17. While remaining “children” for all other purposes in the law, Wisconsin’s 17 year olds became subject to the full range of criminal penalties. Further, effective July 1, 1996, the new Juvenile Justice Code expanded the circumstances under which juveniles under age 17 could be prosecuted as adults. One impact of reducing the age limit and expanding the jurisdiction of the adult court was that over the following two years, the number of admissions of youth aged 17 and older to any JCI dropped by over 50% from the 1995 levels. The reduction in admissions of 17 year old youth reduced institutional populations overall. According to this same report, national figures mirror the Wisconsin trend of a rise and fall in numbers of youth under age 18 admitted to and resident in state prisons.

Since 2000 the average daily population served by the secure juvenile correctional institutions has continued to decline. Table 1 below represents the annual average daily population for the various institutions and the actual population on May 9, 2008 of these institutions.


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Source: Department of Corrections, Bureau of Budget & Facilities Management

Finally, the DOC report concluded that the trends in arrest data, use of juvenile and adult correctional services and other non-correctional programs and the need for long-term programs for the youth population will not dramatically increase the need for secure juvenile correctional services in the next ten years. Given these conditions it remains imperative that the Department continues to offer the necessary secure environment, treatment and accountability-based programs a secure juvenile correctional institution provides. Demonstrated outcomes in education and other programs and low correctional recidivism rates further support the need for secure juvenile institution programming.

As shown in Table 2, the future demand for secure correctional institution capacity in the next ten years is projected to grow at a modest one-percent increase, annually. There has been significant variability over the past eight years in the number of juveniles served by the Department of Corrections. In fact, experience suggests that perhaps recent declines have ended.
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Source: Department of Corrections, Division of Juvenile Corrections
Ethan Allen School (EAS)

The State of Wisconsin Tuberculosis Sanitarium was originally opened in 1907 in Wales, Wisconsin. In April, 1959, the sanitarium was converted to the Wisconsin School for Boys, and was later renamed the Ethan Allen School. The Ethan Allen School is listed in the State Register of Historic Places and in the National Register of Historic Places as a historic district. Four of the original sanitarium buildings remain in use. The facility is located on a 216 acre site, 72 acres of which are within the secure perimeter fence.

Overview

The mission of the EAS is to provide individualized, culturally-sensitive programming based upon the uniqueness of each youth. The institution utilizes the concepts of restorative justice, affirms that staff is key to successful programming and positive treatment outcomes, provides a safe environment for staff and youth, and maintains partnerships with families, counties, and community agencies.

The Ethan Allen School is classified as a Secure Juvenile Correctional Institution (JCI) mainly serving young males from southeastern Wisconsin. By statute (s.938.01(2)) its purposes are to protect the public safety; hold youth accountable for their delinquent acts; and assist youth to gain skills they need to lead crime free lives. The juvenile courts from all seventy-two Wisconsin counties have the authority to commit male and female youth aged 12 years or older to the Department of Corrections. Generally, a juvenile court order is for one year with the possibility of extensions up to the age of 18 years.

While youth are in the custody of the Department of Corrections, Division of Juvenile Corrections (DJC), the provision of treatment and education are vitally important. In addition, community service, victim awareness, hard work and responsible behavior all contribute to holding the youth accountable for their actions.

A variety of educational and treatment programs are available at the Ethan Allen School. Wisconsin law requires school attendance by juveniles less than 18 years of age without a high school diploma or equivalent (GED or HSED) degree. Most EAS residents attend school full-time. The youth over 18 years of age are not legally required to participate in educational or vocational programs, but the DJC generally requires all youth to participate in such programming as part of their individualized case plans. The educational programming offered at EAS is available at a variety of academic levels including middle school, high school, HSED, technical college courses and vocational programs. The youth earn credits toward junior high or high school graduation, or work toward high school equivalency while at the EAS. Approximately forty percent of the youth require Special Education services. In recognition of their academic performance the EAS conducts a graduation ceremony twice each year.

Based on their individual needs and case plan, the youth also participate in a variety of treatment programs. These include cognitive interventions, alcohol and other drug treatment, serious sex offender treatment, anger management, mental health treatment and restorative justice/victim impact programs. In addition to specific treatment programs the youth have access to recreational opportunities, religious worship and ministry, visiting, volunteers through the Foster Grandparent Program and culturally-specific programs.
In July 2004, the EAS also introduced a Short Term Re-entry Program as a court dispositional option that would be made available for adjudicated delinquent males, ages 10 to 17, mentally stable and capable of developing the skills necessary to return to their communities within a maximum of 120 days. Targeted education, treatment and a network of re-entry resources provide each youth with a pathway to survival and success upon their return to the community.

Youth admitted to a JCI must also have access to necessary preventative and remedial health care, together with specialized services such as psychiatric care. The Ethan Allen School offers a full array of health services, including medical, dental and nursing care in addition to psychiatric services.

The average length of stay for youth admitted to EAS is eight to nine months. For those youth committed as sex offenders the average length of stay averages ten to twelve months.

In the recent past, the number of youth served by all of the Division of Juvenile Corrections JCI programs averaged approximately 592 on a daily basis. Of these, 271, on average, are housed at Ethan Allen School. The institution currently has a designated capacity to serve 342 juveniles.

**Trends in Juvenile Correctional Populations**

In a March 2007 report titled “Cost-Effectiveness of Juvenile Correctional Institutions: Analysis and Options” the Division of Juvenile Corrections presented a thorough and exceptionally well done description of the trends in juvenile correctional populations that is being incorporated here.

According to the DJC report, placements in state juvenile correctional institutions may be affected by several interrelated factors, including:

- Arrest and prosecution of youth for offenses against the law.
- Transfer of youth to the adult court system.
- Utilization of the secure correctional placement option by courts.
- Local continuum of services and dispositional options.
- Trends in youth population and subpopulations

Nationally, the juvenile arrest rate began to decline in 1994 and declined each subsequent year except for 2005. In Wisconsin, the same trend was seen, with 1997 being the most recent peak in the number of juvenile arrests. An important note is that persons age 17 were included in the Wisconsin juvenile arrest numbers. The decline in JCI populations, and the concentration of high-risk, high-needs juveniles in the correctional system, began in January 1996, when the age of jurisdiction for criminal investigation and prosecution was lowered from 18 to 17. One impact of reducing the age limit and expanding the jurisdiction of the adult court was that over the following two years, the number of admissions of youth age 17 and older to Juvenile Correctional Institutions dropped by over 50% from 1995 levels.

Since FY 2000 EAS has experienced a sharp drop in its average daily population from 435 in 2000, 282 in FY 2006 and more recently an average daily population of 271. Even though the population appears to have stabilized and is expected to remain at this level for the foreseeable future, the need for maintaining a secure
correctional confinement option for the courts in Wisconsin is imperative. The current operating capacity of the EAS is 342.

Historically, the majority of juveniles served at EAS have come from counties in south and southeastern Wisconsin. In 2005 the commitments from Milwaukee, Racine, Dane, Kenosha, Waukesha and Rock counties represented 62% of the population at the EAS.

The daily cost per juvenile at EAS was $220 in 2007. The current budgeted rate for fiscal year 2008 has been set at $259.

On an average daily basis the Ethan Allen School serves approximately forty-five percent of the secure juvenile correctional institution population. On May 9, 2008 there were 270, of the total institutional population of 598 juveniles, being served at Ethan Allen School.

**Special Needs of the Juvenile Correctional Institution Population**

Between 75% and 80% of the boys placed at EAS and LHS present significant enough mental health issues to require a referral to clinical services for assessment and treatment. The clinical services unit at EAS provides psychological services, referrals to psychiatry and specialized treatment as required by the youth. Individual psychotherapy, group therapy and staff training are integral to addressing the mental health of the youth. In addition to these services, more intensive treatment options are available to meet the needs of the most severely emotionally disturbed youth at the Mendota Juvenile Treatment Center (MJTC).

The MJTC has been in operation since November 1995 as a type 1 secured juvenile correctional facility administered by Department of Health Services. Unlike Ethan Allen School and Lincoln Hills School operated by Division of Juvenile Corrections, the MJTC does not have a reception center at which juveniles can be placed directly by the court. The DJC transfers males from EAS and LHS to MJTC. It includes two units with a total bed capacity of 29.

The youth placed at the MJTC typically display very serious behavioral problems that may be signs of underlying psychiatric problems such as cumulative anger, depression, agitation and psychosis often resulting from a lifetime of abuse or neglect. Their placement on a particular unit is dependent on the individual security and treatment needs of a youth. The average length of stay is 6.6 months. The range of stay is four weeks to two years.

For many of the youth committed to the EAS, alcohol and other drugs have played a significant role in their lives and resulting criminal behavior. There is a statutory requirement, s.301.027, Wis. Stats., for the provision of AODA treatment in the juvenile correctional institutions. Youth admitted to EAS are screened and assessed for possible drug and alcohol involvement. Approximately forty percent of the youth have a diagnosed substance abuse and/or substance dependent need requiring their participation in the available AODA programming.

Some of the youth committed to EAS also require sex offender treatment and programming that addresses the seriousness of their sexual conduct. An individual cottage unit is specifically designated to provide the appropriate treatment for this population.
Infrastructure Considerations
The wastewater system was recently upgraded and now has the capacity to serve up to 600 youth. A facility study should be conducted to verify the plant capacity since the 2004 renovation.

The roads throughout the facility are in need of repair. A storm water drainage system does not exist; mainly it is a surface ‘run-off’ system. The storm water piping, where it does exist, is very old and storm water erosions regularly occur. Much of it has not been recorded, so exact routing is not always known.

Some areas of the electrical system need to be upgraded. Due to full conduits, staff is unable to pull more wire in many areas. Installed in 2001, the emergency generator is sufficient to handle the entire institution campus. All of the available fiber is currently in use and serves all of the buildings. The EAS is participating in the Wisconsin Energy Initiative. The institution received a credit, which was used for a control system mounted to the outside of the buildings with fiber; it appears to be working. The facility would use this same system on other buildings if additional fiber were available. While low mast, site lighting is adequate, the age of the poles and bases are a concern.

The steam condensate piping frequently leaks throughout the institution. In 2000 a flood in the Administration Building basement rendered the IT system inoperable for a period of time. The institution subsequently created a barrier to raise the components approximately three inches off the floor. The long-range plan for the EAS recommends moving this equipment to a new location, which is presently an occupied office. The pipes to the buildings are located in below grade concrete tunnels. The steam piping is very old and regularly leaks. The snow melts in locations near the underground steam and condensate piping; a sign of apparent heat loss from poorly insulated piping.

The power plant has had recent upgrades, and both the building and the equipment are in good condition, except for one of the primary boilers (Boiler No. 3) which is tested on a regular basis. An internal explosion some years ago deformed its shell. The power plant also serves the food service facility with heating steam and hot water.

Security Considerations
The EAS has concerns regarding the ability of staff to adequately conduct complete perimeter checks due to the lack of a total perimeter road system. The original fence is in poor condition. If the intent is to retain the fence, it should be replaced. The existing control center is not intended to be incorporated into the new gatehouse; however, moving it would allow for better use of staff and also allow adequate space to upgrade existing security equipment and provide space for new equipment.

Food Service and Laundry Facilities
The Ethan Allen School prepares approximately 900 meals per day in the food service operation. The production kitchen produces meals and transports them in bulk using insulated carts to the unit servery where inmates are responsible for the serving process. Each unit servery is equipped with refrigeration space, steam table space, modest storage capacity and dish washing equipment.
The floors on each unit servery are deteriorating. They appear to be some sort of a thin-coat poured epoxy with a textured surface. The deterioration seems to originate at the floor drains. The damaged kitchen floors cause significant leakage to the lower level storage area. This needs to be corrected. The individual servery units are generally in good condition. They were remodeled with new equipment several years ago. The dish machines have trouble achieving the 180 degree water temperature required for the rinse cycle. The booster heaters may not be sized for a 70 degree rise. The incoming water temperature should be confirmed so that options could be explored to correct this.

The coolers and freezers in the production kitchen are in need of replacement. They do not hold a consistent temperature. There is evidence of significant wear on most of the equipment. There are missing cam-lock covers in many places; these should be replaced and glued in. The primary power sources are natural gas, electric and steam. The condensing units for the walk-in equipment and ice makers are air-cooled. A can crusher and a cardboard baler would be useful.

The food service operation is subject to the National School Lunch program guidelines in order to qualify for the meal reimbursement programs. The annual cost per meal is approximately $1.14.

The food service facility would require a significant upgrade in order to handle any significant increase in the population.

A number of the youth work in the institutional laundry facility that is located in the gym, where most of the institutional laundry is done. The equipment has recently been updated. The poor ventilation is a problem because it is thermostatically controlled. The housing cottages have an individual washer and dryer for personal clothing.

**Professional Services**

Clinicians’ offices, mental health interns’ offices, and parole offices are located in the Administration building. A recent remodeling project of limited scope focused on the patient waiting areas, nurses’ station, record storage and officers’ station.

If the building continues to be used, updates to the building’s systems and doors are needed. The HVAC system needs to be rebalanced, and the building’s electrical capacity needs to be upgraded. Damage in stairwells caused by roof leaks should also be addressed. Original exterior windows are badly deteriorated and repairs should be considered. Furthermore, the dental suite and other areas of the facility are dated. If use of the facility continues, updates to these areas should be considered.

**Operational Considerations and Issues**

The Community Services building will eventually only house the chapel, meeting space and canteen. The building’s exterior was renovated but a new roof will be needed in the next three to five years. A leak at the basement stairs needs to be repaired. Due to its age, the chapel lighting needs to be replaced.

The school building is not centrally air conditioned. Twenty-three classrooms currently have window air conditioning units or small split system AC units due to staff health needs. The staffs break room and adjacent classroom walls have cracking and settling problems that make it difficult to open and close a door in the wall.
Settling issues with exterior doors also exist. The building needs new windows, and day lighting should be considered. Many of the suspended ceilings are old and can no longer be patched or repaired. Furthermore, the ceiling tiles should be tested to verify whether their surface material presents a fire hazard.

Similar to the school, the Vocational Education building also needs new windows. Day lighting should also be considered for this building. The building’s second-floor walkway is constructed of concrete with steel support columns. The concrete is breaking loose from the walkway and needs to be repaired. Some of the steel columns and bases also need to be repaired. The existing ceilings are in disrepair and replacement materials are no longer available. New ceilings and lighting are needed in this building. The electrical conduit for additional services including data is also needed. Finally, the building also needs new steam condensate pipe, finned tube convactor heaters and ventilation.

The warehouse is currently used for non-food storage and is heated with propane gas. The warehouse dock is served by a manual lift that needs to be repaired or replaced. As part of a long-term interest in removing the institution records out of basements, consideration should be given to consolidating the record storage in a single location such as the dorm, old administration building or other space. The warehouse location, with access from the exterior and interior of the site, needs to be examined relative to the perimeter security.

Although the Blackhawk and Johnson Cottages have been remodeled with new windows, floor tile and security cell doors, other maintenance considerations remain. The cottages do not have a basement which causes condensation problems; the ventilation of the buildings is also lacking. The roofs are old and the exterior lighting is obsolete. The electrical transformers are currently located in the basement mechanical areas. The transformers should be relocated to first floor locations to avert water problems and to provide better maintenance access.

The Vilas Cottage needs sewage grinders and a new roof. Additionally, one electrical panel needs to be replaced, and lighting in the mechanical closets should be added. An expanded outdoor recreational area is also needed.

The facility’s newest building, Martin Cottage, needs two sewage grinders, a hot water heater, a water softener, and a dishwasher. Many areas within the building need to be painted. The ice buildups on the entry-area roof and at the basement entry present hazards when freeze-thaw cycles occur. This situation should be corrected. Since the youth have access to the existing wall-mounted lighting, this lighting should be relocated to minimize breakage. A newer communications cabinet with video surveillance of the Martin Cottage, Vilas Cottage, and gatehouse is needed.

All of the other cottages need new hot water heaters, water softeners, and dishwashers. Replacement exterior doors and locks have been requested. Appropriate testing should be implemented to verify the presence or lack thereof of VAT in the Andrews, Draper, Ferber, Marquette, Lapham, and Juneau Cottages. In the cottage basement mechanical areas, asbestos has broken off pipes and fallen on to the dirt floors. It is recommended that asbestos abatement should be undertaken. The condensate piping between buildings has deteriorated over time and replacement should be considered. All cottages were found to have bad roofs, especially in the porch and overhang areas. Currently, the “call lights” are run off switches in the rooms and do not have home
runs to the officer booth. This requires the officer to go to the room to turn off the light. There is also no way for the officer to communicate with the youth from the booth.

Due to the age and design of many of the facilities at this institution and the rolling terrain in certain areas of the site, there are inherent problems with staff observation of the youth. This, taken together with the age and condition of the existing buildings, makes day to day operations of the institution a challenge.

The staff does an excellent job working with the youth to provide quality programs and activities including educational and vocational opportunities. The existing limitations of the physical plant would make this more difficult if any future increase in the population was considered. However, providing service to more youth at this location would improve the overall operating cost effectiveness and efficiency of this JCI operation.

Projects for expanding the visiting and central control facilities, food service, health services and dental unit, administration, and central records are also critical to any prospect of serving an increased resident population. These improvements along with improved infrastructure and perimeter security surveillance would enable the EAS to be a more viable and effective juvenile correctional facility.

Existing Problems and Constraints
Since its inception, the use of the existing buildings at Ethan Allen School (EAS) has created operational problems. The cottages that house the living and sleeping facilities for the youth are also beginning to show their age due to heavy use. It has been a struggle to maintain these facilities in a condition suitable to meet the mission and goals of the institution due to the limited availability of funds and attention to the various building and infrastructure problems.

Many of the core and support buildings are more than 50 years old; certain historic structures are approaching 100 years of age. Many of these buildings require updates including roof replacement, new doors and locks, flooring upgrades, ventilation improvements, new lighting, and solutions to ensure ADA accessibility. Due to the inter-dependency of many of the systems and parts, a more integrated approach is required to systematically solve the problems within each building while eliminating minor projects that only solve one problem at a time which becomes counter-productive to sustaining the most effective use of the spaces.

The infrastructure at the institution, including electrical and signal, steam piping and condensate, as well as storm water management, is in need up significant upgrades. Many of these systems are either out of capacity or deteriorated to the degree that replacement is mandatory if the institution is to continue to function.

A new perimeter security fencing system was recently installed. However, nothing was done to improve the existing fence system which is deteriorating and needs to be either repaired or removed. The lack of a paved perimeter road in certain portions of the site also presents a security problem that needs to be addressed together with providing adequate lighting so staff responses to fence alarms can be more timely and effective.
Expansion Capacity
There is additional expansion capacity at the EAS given that several of the existing cottages are vacant at this time. Those cottages would need certain physical plant upgrades to be fully utilized by staff and residents but those improvements are possible if funding is provided.

The more complex issues to address are those related to the infrastructure as noted above and also the lack of sufficient and/or operational core and support space for food service, health services, laundry, visiting, education, and program areas. These limitations will be more difficult to accomplish in some cases but are absolutely limiting to the expansion of the population at EAS.

If the Department succeeds in its efforts to reduce the population at Lincoln Hills School which would require the return of a portion of the LHS population back to EAS, then the need to upgrade and improve the buildings and systems at the EAS in a timely manner is even more critical.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants' site tour:

- The gate house, visiting center, and a water distribution system with a new well are all funded and currently in design.
- Plan and construct a new administration building.
- A video surveillance upgrade is in process.
- Window and roof replacement in multiple buildings are needed.
- Cottage renovations are needed.
- Educational building walkway repairs are needed.
- Condensate piping replacement.
- Additional fiber optic cabling is needed.
- Relocation of central control to the new gatehouse.
- Perimeter road repairs are needed.
- School expansion and upgrades are needed.

Recommended Major Capital Projects and Estimate of Probable Cost
No major projects are being recommended at this institution.

Summary
The ability of the EAS to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system. This institution does not have a facility-wide master plan in place. However, if plans to add educational space, a new gate house, new visiting center and administration building are considered, the facility would benefit from such a plan. Other potential projects that are not yet funded include the replacement of windows in several buildings, cottage renovations (including doors, interior and exterior windows, and door locks,) and enclosed walkways between the education buildings. Any future consideration of new housing may require expansion of the secure perimeter. Housing units in the Health Services Unit building could be put back into service if significant building
upgrades are undertaken. Existing core and support elements including food services, education, vocational education and administration might require expansion.

Over the years, the Ethan Allen School has been a national model for the incarceration and treatment of youthful offenders. The staff commitment to innovative programming and the campus setting offer a secure and safe environment in which residents can refocus their lives and become more productive when they returned to their families and communities. The proximity of the institution to the Milwaukee area and SE portions of Wisconsin makes it an ideal location to serve youth committed from that area of the state.

In some states that have considerable community acceptance of local programming, the model for serving juvenile offenders utilizes many smaller institutions, which operate throughout the state. In Wisconsin, historically, the preference has been for large facilities specifically designated to serve youth from a particular area of the state. Unless there is a future change in the service delivery model, it is reasonable to expect that the EAS will continue its current operation and provide services to youth from the SE Wisconsin counties. This will require that the critical improvements that are presently needed should be addressed and considered an investment in the future operation of this major institution which cannot be easily duplicated elsewhere in the state.
Lincoln Hills School (LHS)
The Lincoln Hills School opened in the summer of 1970 in Irma, Wisconsin to address overcrowding and provide a secure juvenile institution for delinquent boys in northern Wisconsin as required by s301.20, Wis.Stats. From 1972 through 1994, the institution provided services to boys and girls committed to the Department. When the Southern Oaks Girls School opened in 1994 at Union Grove in Racine County, all girls were transferred to that institution and LHS resumed providing services to only boys, primarily from the northern portions of the state. The LHS also serves as a temporary secure detention resource for nearby counties.

Overview
The mission of the LHS is to provide community protection and hold youth fully responsible for their behaviors while offering them skill-building opportunities that contribute to victim and community restoration.

The Lincoln Hills School is also classified as a Secure Juvenile Correctional Institution (JCI) mainly serving young males from northern Wisconsin. By statute (s.938.01(2)) its purposes are to protect the public safety; hold youth accountable for their delinquent acts; and assist youth to gain skills they need to lead crime free lives. The juvenile courts from all seventy-two Wisconsin counties have the authority to commit male and female youth aged 12 years or older to the Department of Corrections. Generally, a juvenile court order is for one year with the possibility of extensions up to the age of 18 years.

While youth are in the custody of the Department of Corrections, Division of Juvenile Corrections (DJC), the provision of treatment and education are vitally important. In addition, opportunities provided for community service, victim awareness, hard work and responsible behavior all contribute to holding the youth accountable for their actions.

Similar to EAS and SOGS, the Lincoln Hills School offers a variety of educational and treatment programs. Wisconsin law requires school attendance by juveniles less than 18 years of age without a high school diploma or equivalent (GED or HSED). Most LHS residents attend school full-time. Youth over 18 years of age are not legally required to participate in educational or vocational programs, but the DJC generally requires all youth to participate in such programming as part of their individualized case plans. The educational programming offered at LHS is available at a variety of academic levels including middle school, high school, HSED, technical college courses and vocational programs. Youth earn credits toward junior high or high school graduation, or work toward high school equivalency while at LHS. Approximately forty percent of the youth require Special Education services.

Based on their individual needs and case plan, the youth also participate in a variety of treatment programs. These include cognitive interventions, alcohol and other drug treatment, serious sex offender treatment, anger management, mental health treatment and restorative justice/victim impact programs. In addition to specific treatment programs the youth have access to recreational opportunities, religious worship and ministry, visiting, volunteers through the Foster Grandparent Program and culturally-specific programs. In addition to these opportunities, the LHS offers an extensive range of specialized programs and other services. Programs unique to the LHS include the Independent Living Program (ILP), Cadet Achievement Program (CAP), and the Great Lakes Inter Tribal Council. Other programs offered at the LHS include Summer Olympics and Construction.
The ILP is aimed at youth 17 years and older. Youth can earn a high school diploma or HSED as well as participate in vocational classes to develop skills in foundry, woodworking and small engine repair. North Central Technical College offers one-year certificates or two-year Associate’s Degrees in welding, computer assisted design or computer business applications. Youth participate in groups that address issues of independent living, help develop pro-social goals/skills and create increased awareness of the impact of crime on victims. Youth perform various jobs at LHS to earn money to pay restitution and engage in community service projects.

The CAP program is a voluntary program that uses a developmental military model to create a positive and success oriented environment. Youth learn the values of education, self-discipline, physical fitness, hard work, leadership, teamwork, and community service. The program is intended to prepare youth for successful family and community reintegration by building on their educational achievements, personal competencies, and enhanced self-esteem.

The Great Lakes Inter Tribal Council program provides a variety of services mostly for Native American youth regarding cultural issues and spirituality (sweat lodges, pow-wows, etc.). Individual counseling and various groups are offered. The Council also trains LHS staff on issues unique to the Native American population.

Youth admitted to a JCI must have access to necessary preventative and remedial health care, in addition to specialized services such as psychiatric care. The Lincoln Hills School offers a full array of health services, including medical, dental and nursing care in addition to psychiatric services.

The average length of stay for youth admitted to LHS is eight to nine months. For those youth committed as sex offenders the average length of stay averages ten to twelve months.

In the recent past, the number of youth served by all of the Division of Juvenile Corrections JCI programs averaged approximately 592 on a daily basis. Of these, 225, on average, are housed at Lincoln Hills School. The institution currently has a designated operating capacity to serve 298 juveniles.

Trends in Juvenile Correctional Populations
In a March 2007 report titled “Cost-Effectiveness of Juvenile Correctional Institutions: Analysis and Options” the Division of Juvenile Corrections presented a thorough and exceptionally well done description of the trends in juvenile correctional populations that is being incorporated here.

According to the DJC report, placements in state juvenile correctional institutions may be affected by several interrelated factors, including:

- Arrest and prosecution of youth for offenses against the law.
- Transfer of youth to the adult court system.
- Utilization of the secure correctional placement option by courts.
- Local continuum of services and dispositional options.
- Trends in youth population and subpopulations

Nationally, the juvenile arrest rate began to decline in 1994 and declined each subsequent year except for 2005. In Wisconsin, the same trend was seen, with 1997 being the most recent peak in the number of juvenile arrests.
An important note is that persons age 17 were included in the Wisconsin juvenile arrest numbers. The decline in JCI populations, and the concentration of high-risk, high-needs juveniles in the correctional system, began in January 1996, when the age of jurisdiction for criminal investigation and prosecution was lowered from 18 to 17. One impact of reducing the age limit and expanding the jurisdiction of the adult court was that over the following two years, the number of admissions of youth age 17 and older to Juvenile Correctional Institutions dropped by over 50% from 1995 levels.

Since FY 2000 the LHS has experienced a sharp drop in its average daily population from 328 in 2000, 235 in FY 2006 and more recently an average daily population of 225. The population appears to have stabilized and is expected to remain at this level for the foreseeable future. The current operating capacity of the LHS is 298.

Historically, the majority of juveniles served at LHS have come from counties in northern Wisconsin. In 2005 the commitments from Winnebago, Brown, Outagamie, Chippewa, Eau Claire, Marathon, and Oconto counties represented only 15% of the population at the LHS. A large percentage of juveniles now in custody at LHS come from the southeast region of the state.

The daily cost per juvenile at the LHS was $238 in 2007. The current budgeted rate for fiscal year 2008 has been set at $259.

On an average daily basis the Lincoln Hills School serves approximately thirty-eight percent of the secure juvenile correctional institution population. On April 4, 2008 there were 225, of the total institutional population of 594 juveniles, being served at Lincoln Hills School.

**Special Needs of the Juvenile Correctional Institution Population**

Between 75% and 80% of the boys placed at EAS and LHS present significant enough mental health issues to require a referral to clinical services for assessment and treatment. The clinical services unit at EAS provides psychological services, referrals to psychiatry and specialized treatment as required by the youth. Individual psychotherapy, group therapy and staff training are integral to addressing the mental health of the youth. In addition to these services, more intensive treatment options are available to meet the needs of the most severely emotionally disturbed youth at the Mendota Juvenile Treatment Center (MJTC).

The MJTC has been in operation since November of 1995 as a type 1 secured juvenile correctional facility administered by Department of Health and Family Services. Unlike Ethan Allen School and Lincoln Hills School operated by Division of Juvenile Corrections, MJTC does not have a reception center where juveniles can be placed directly by the court. DJC transfers males from EAS and LHS to MJTC. It includes two units with a total bed capacity of 29.

The youth placed at the MJTC typically display very serious behavioral problems that may be signs of underlying psychiatric problems such as cumulative anger, depression, agitation and psychosis often resulting from a lifetime of abuse or neglect. Placement on a particular unit is dependent on the individual security and treatment needs of a youth. The average length of stay is 6.6 months. The range of stay is four weeks to two years.
For many of the youth committed to the LHS, alcohol and other drugs have played a significant role in their lives and resulting criminal behavior. There is a statutory requirement, s.301.027, Wis. Stats. for the provision of AODA treatment in the juvenile correctional institutions. Youth admitted to LHS are screened and assessed for possible drug and alcohol involvement. Approximately forty (40) percent of the youth have a diagnosed substance abuse and/or substance dependent need requiring their participation in the available AODA programming.

Some of the youth committed to LHS also require sex offender treatment and programming that addresses the seriousness of their sexual misconduct. An individual cottage unit is specifically designated to provide the appropriate treatment for this population.

Infrastructure Considerations

The sanitary waste system is in good condition. The sanitary waste drains to a 7.5-acre stabilization pond, then to another 2.5-acre stabilization pond, and finally to a dual separation unit. The ponds were designed for a population of 485 residents. The Department of Natural Resources (DNR) recommended the installation of a recirculation loop to reduce effluent.

The storm water system is in good condition. However, an investigation of the underground piping using cameras routed throughout the drainage system should be undertaken to verify condition of piping.

The LHS has a 250,000 gallon water tower with three wells to provide domestic water. The water has a high mineral count, which has created hard water and caused lime buildup. The only water softening that occurs is in the food service area, the dental unit, administration and laundry areas. The institution is reviewing the possibility of placing individual softeners in each of the housing units and cooling tower. Additionally, increased security around well houses is being reviewed.

A six-inch natural gas line, provided by Wisconsin Public Service, supplies gas to the facility at 5psi, which is adequate service for the facility. A four-inch gas main is routed around the perimeter of the facility and branch lines extend to each cottage and other buildings. There is an 18,000 gallon LP storage tank that will provide emergency gas back-up for three days.

Three gas-fired, steam boilers provide steam for the administration building, food service, and school. The steam piping extends to the cottages where steam/hot water convertors provide hot water for perimeter radiation and air handling units with hot water coils for core areas.

A new 125 ton chiller and associated cooling tower provide chilled water for (4) air handling units that serve the administration building.

Johnson Controls completed two separate studies of the controls and mechanical systems. The reports indicated that HVAC systems and controls are generally outdated and insufficient, with inadequate ventilation in many areas. Staff is reviewing required improvements building by building but available funds are limited.
The electrical service is a 4160v, 3-phase outdated, and in need of an upgrade. A study of the electrical distribution system was completed in 1998 but projects to complete the study’s recommendations have not become a priority on the Capital Projects list. Recommendations included the need to replace a main transformer that furnishes power to three living units. The staff is investigating a stop-gap method to prolong the existing equipment. They are making due with the electrical service where electrical components are no longer manufactured or available. The staff has had to remove components from old equipment and install components from in-house stock, which is running low and will soon be depleted. Distribution panels are located in each living unit but the circuit breakers are no longer manufactured. The staff removed contacts that failed and made necessary repairs to allow for reuse. They have repaired the same contacts multiple times.

The parking areas for the institution are adequate. However, maintenance and storage areas, including the security of these areas, are not adequate.

Security Considerations
The LHS has a single perimeter fence, and staff patrols the perimeter road at one-hour intervals. The electronic security system is a “touch screen control system.” A video display with flat screen monitor and two new DVRs is used to monitor the limited number of cameras in the cottages and the additional cameras in the courtyard and in classrooms.

The perimeter fence is under continuous repair. The fence posts are not installed below the frost line which has caused heaving of the fence. The perimeter lighting has issues with the circuit breakers tripping on a regular basis due to sensors and the contact switches not making full contact. The perimeter fence does not have cameras.

The institution is equally concerned about contraband coming over the fence as it is with the residents escaping. While there are no plans for a taut-wire stun fence system at this institution, there is the possibility of adding a motion sensor system to the fence.

Food Service and Laundry Facilities
The Lincoln Hills School provides approximately 800 meals per day to inmates and staff. There are seven full-time employees. The production kitchen produces meals and transports them in bulk to each housing unit servery. The system works well. The kitchen was remodeled approximately two years ago. The freezers and coolers where not included as part of that project. This equipment will need replacement in the near future; some of the units freeze up regularly. The doors and seals are very old; leaving the doors open for deliveries also contributes to loss of cooling capacity. The equipment capacity may be sufficient to handle a substantial increase in population. The accumulation of lime scale is a problem here. It is measured at 13 parts per million and may be contributing to operational problems with the dish machines located in the cottages. This condition should be taken in to consideration for any future equipment selection. The facility runs on a combination of propane and electricity. The roof above the kitchen is in need of repair. The food service operation is subject to National School Lunch Program (NLSP) guidelines in order to qualify for meal reimbursement programs. The annual cost per meal is approximately $1.23.
The food is delivered twice weekly; dairy deliveries occur twice a week; and commodities are delivered once a month. The canteen service is handled under a private vendor contract.

The facility laundry consists of three washers and three dryers that were replaced four years ago with high efficiency equipment. The current capacity is adequate with limited room for an increase in capacity. Each housing unit also has a washer and dryer for personal clothing items.

**Professional Services**

The health services unit has been remodeled and includes dental and medical suites. The dental services are also provided once a week to the local adult correctional centers. There is no infirmary housing available at the health services unit. The Sacred Heart Hospital in Tomahawk provides off-site medical treatment for youth in need of hospitalization and service.

**Operational Considerations and Issues**

The youth admitted to the LHS are generally assigned to housing units according to the needs and programs that are identified as part of their individual case plan. The following describes the classification of residents housed in each cottage and the capacity of those units:

- Cottage A houses 40 Alcohol and Other Drug Abuse (AODA), cognitive disorder, and mental health
- Cottage B houses older graduates, AODA, mental health and cognitive disorder residents
- Cottage E houses 16 to 35 residents for reception with blended classifications
- Cottage F houses 30 AODA, mental health and cognitive disorder residents
- Cottage G houses 40 inmates in the AODA program
- Cottage H houses 22 to 40 residents in the Cadet Achievement Program (CAP)
- Cottage K houses up to 25 residents in sex offender programs
- Cottage M and R are security units

At the present time, Cottages C and D are closed. Cottage J is a medium security unit that serves as a day time waiting area for adult inmates from the minimum security centers who are on-site for dental work one day per week. It is not available for use by the juvenile residents. Cottage M is the maximum security unit and was last renovated in late 1990. Cottage X is utilized for the school space for the CAP. It was built as a dormitory but is not expected to be returned to use as housing in the future. Most other education is primarily done in the school but classes are also held in Cottages E, H, and R.

Due to the age and design of many of the facilities at this institution and the limited number of youth assigned to this large institution, the annual cost of operation for the institution is very high and these costs are shared with the Counties in the area that use the LHS for longer term detention purposes. This coupled with the age and condition of the existing housing cottages makes day to day operations of the institution challenging for the staff.

The staff does an excellent job working with the youth to provide quality programs and activities including educational and vocational opportunities. Still, the operating efficiency and improved ability to deliver quality programs targeted to individual youth could be enhanced if the institution was built on a smaller scale and designed to address the specific needs of the youth of today.
The numerous physical plant problems at the institution continue to be significant. There are issues with the institution infrastructure that need to be address. These include softened water problems in most buildings, a lack of adequate recirculation at the waste water pond, lack of capacity of the system and age of the existing electrical equipment, lack of sprinkler protection in most buildings and security systems problems and limitations. Many of the housing cottages have roof structures made of wood and present a problem from the standpoint of fire protection and there are issues of poor heating and ventilation, failing doors and locks and exterior material problems including windows in these buildings that need to be replaced if the cottages are continued in use.

Operationally, it is reasonable to consider that the best use of this site and buildings would be to discontinue the use of the LHS for juveniles and to convert it to an adult medium security institution. This would require the construction of a smaller (150 bed) secure juvenile correctional institution elsewhere on the grounds of this site that provides appropriate sight and sound separation from the adult facility per existing DOC administrative code requirements. Many of the present institution core and support buildings could continue to serve the proposed adult institution with the exception of the housing cottages that would be completely replaced with new secure adult housing buildings.

Existing Problems and Constraints
The general condition of the cottages is acceptable with ongoing repairs being completed as required. The cottages have some structural issues that have been caused by the weather and resultant floor heaving. The mortar of the chimneys is deteriorating and needs repair. The roofing continually needs to be repaired and closely monitored. The floors adjacent to the janitor closet are being repaired where water damage has occurred beneath the floor tile. The doors are not holding up against resident abuse and have been continuously repaired or replaced. The locks on doors and windows are replaced as needed. The electronic door controls are aging and need to be replaced since parts are obsolete.

A fire alarm system in the cottages provides fire protection. However, the cottages do not have fire suppression systems. The fire alarms are Simplex Model 2001 with no replacement parts available.

The institution storage and receiving functions are located on the west side of the administration building. Delivery vehicles enter the facility on the south side and must travel inside the secure perimeter to unload, which poses a security concern. The central plant and its boilers are located at the west side of the building. The space is adequate but the Division of State Facilities (DSF) is reviewing damage to the building envelope parapet wall. The Central Control is located adjacent to the main entry. Visiting occurs seven days a week. The bus service from southeast Wisconsin transports approximately 50 family members and friends for visiting once a month. The space available for visiting is adequate. The patrol staff is housed in this building.

The chapel is located in a separate building east of the school. The foster grandparent program office and the chaplain’s office are located in this building. At the time of the site visit, there was a bee infestation, which did not allow use of the chapel by staff and residents.
The classroom building consists of eighteen classrooms, staff offices, library, gymnasium, locker rooms, racquetball courts that are used for programming group activities, and vocational areas. Updated finishes and plumbing fixtures are needed in the Classroom Building locker rooms.

Since its inception, the institution was designed to address a much larger population but as that population has diminished over time the need for all the facilities at LHS has also diminished.

The cottages that house the sleeping facilities for the youth are beginning to show their age due to excessive use. It has been a struggle to maintain these facilities in a condition suitable to meet the mission and goals of the institution due to the limited availability of funds and attention to the various building and infrastructure problems. The need to make major improvements to these buildings must be addressed if they were to continue in use.

Many of the core and support buildings are in acceptable condition but are also beginning to show the wear and tear of use over the years. Issues related to infrastructure systems have gone unattended to for many years and in some cases actually place the institution at risk should multiple problems develop at the same time, which could happen. This is especially true of the electrical system which has many components that are no longer manufactured and replacement parts are quickly being used up from the available attic stock.

The perimeter fence system is also in poor condition. It is subject to movement due to frost heave and could potentially become less than effective if the institution was subjected to a late winter blizzard with high winds. When the perimeter security fencing was installed it did not include a concrete barrier below the fence to give stability to the fence and help prevent youth from tunneling under the fence. The lack of an electronic detection system on the fence, camera coverage and lighting all are security needs that should be addressed staff response to fence alarms can be more timely and effective.

Due to the inter-dependency of many of the systems and parts, a more comprehensive approach needs to be developed to systematically solve the problems within each building or system. This method is preferable to continuing to address limited scope projects that only solve a single problem at a time which can often become counter-productive and cost ineffective.

**Expansion Capacity**

Although there is additional expansion capacity at the LHS it does not appear likely that it will be needed anytime in the near future for juvenile offenders based on current and projected population trends for the juvenile system. It would seem most prudent to look at this institution for possible conversion to an adult DOC population and development of a replacement juvenile facility on the same site.

The more complicated issues to be addressed relate to the infrastructure, as noted above, and also the potential lack of sufficient core and support space in the food service, health services, laundry, visiting, programs and industries areas. These needed improvements will be more difficult to accomplish in some cases but are absolutely necessary to maintain this site and its future use by the Department. The ability to sustain the employment base and institutional bed capacity in this area of the state should remain a priority.
To the extent the Department is successful in its efforts to reduce the population at Lincoln Hills School and return a portion of the population back to EAS, it would still require that the newly converted adult institution to provide support to the juvenile institution for food service, laundry, healthcare, and security backup.

At some future time this site may also prove advantageous for the development of a 150 bed minimum security center that could provide inmates to care for the grounds outside the fence of the adult institution and also work on community service projects in the neighboring communities.

**Summary of Institution Identified Needs**

The following conditions were identified during the Consultants’ site tour:

- Repair or replace food service freezers and coolers.
- Repair perimeter fencing to add concrete footings to provide frost protection.
- Replace gym floor – asbestos abatement will be required.
- Address electrical problems on the perimeter lighting system and add a motion-detection system to the fence with cameras and monitors to detect resident movement at the fence line. Add a second vehicle sally port for deliveries.
- Upgrade main electrical service per previous study.
- Construct new maintenance building located off-site and used as a staging area for disturbances. Expand adjacent service into existing maintenance area in order to provide new vocational program space.
- Add exterior recreation program area, such as a soccer field and track.
- Add a second vehicle sally port for deliveries.
- Cottage repairs including window replacement, door and lock replacement, and HVAC repairs
- Install a recirculation loop in the sewage lagoons.
- Upgrade water softening for all buildings
### Recommended Major Capital Projects and Estimate of Probable Cost

<table>
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<tr>
<th>Lincoln Hills School</th>
<th>FY09-11</th>
<th>FY11-13</th>
<th>FY13-15</th>
<th>FY15-17</th>
<th>FY17-19</th>
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<tbody>
<tr>
<td>Construct a new maintenance building outside the secure perimeter</td>
<td></td>
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<td>$1.6m</td>
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<tr>
<td>Construct a 150 bed replacement secure juvenile correctional facility</td>
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<td>$27.6m</td>
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<tr>
<td>Construct two 250 cell/475 bed housing units, a new 14,000 GSF indoor recreation facility and a new food service building. Demolish all existing cottages and replace the existing fence with a new double fence perimeter with an electronic detection system. Upgrade all of the site utilities and add one observation tower on the administration building</td>
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<td>$96.2m (for adult males)</td>
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<td>Construct a 150 bed minimum security facility for adult males with core and support services outside the perimeter of the new medium security adult male institution</td>
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<td><strong>TOTAL:</strong></td>
<td>$1.6m</td>
<td>$27.6m</td>
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### Summary

Major efforts to improve and expand the existing infrastructure and services will have a significant impact on all of the existing core and service space and are critical to the future use of this institution. The recommended major projects, however, do not address the lack of adequate program and treatment staff offices. While the infrastructure systems are currently in good shape and have adequate capacity, the capacity is quite limited and the systems are aging. This will need to be addressed in the future.

If the recommendations for this site are pursued and the conversion of the LHS to an adult institution takes place, the future advantage for the state will be the development of an adult medium security facility that could be utilized for long term inmates with a primary emphasis on correctional industries and vocational education programs. The proposed change in the mission of the institution will ensure that employment opportunities for the current staff and the new staff needed for the major adult institution will be available. In addition, the operating costs for both the major institution and the juvenile facility will be more cost effective and more in line with other Department institutions. The construction dollars spent to complete the conversion of the LHS and its site will also result in additional jobs and economic advantage to the local community in the short term.

The most critical component of the proposed project is the recommendation that a master plan must be developed for this institution so that the needs of all the buildings, the infrastructure systems, site planning and
security can be considered for the impacts they will have on each other. The phasing of the work, which is vitally important to the success of the project, needs to be carefully planned so that the available funds will be utilized in the most effective manner. Life cycle costing, sustainable design and the best and highest use of all buildings need to be a part of the considerations when looking at the existing and proposed buildings at the site.
Southern Oaks Girls School (SOGS)

The Southern Oaks Girls School was opened in October 1994 and operates as the only secure juvenile correctional facility available for adjudicated female youth. It includes two buildings, Main and Annex, located on 2.8 acres of land in the Village of Union Grove, Wisconsin. The SOGS campus is adjacent to the Southern Wisconsin Center (operated by DHS) and near the Robert Ellsworth Correctional Center (REECC) for adult females. The Main Building dates from 1928 and is recognized as historic on the State List of Historic Structures.

Overview

The mission of the SOGS is to provide a safe, secure and humane environment with innovative treatment and educational programs designed to change the behaviors of delinquent girls. The girls are challenged and held accountable for their behaviors as they receive services and training to prepare them for their return to the community.

The Southern Oaks Girls School is classified as a Secure Juvenile Correctional Institution (JCI) exclusively serving young females from throughout Wisconsin. By statute (s.938.01(2)) its purposes are to protect the public safety; hold youth accountable for their delinquent acts; and assist youth to gain skills they need to lead crime free lives. The juvenile courts from all seventy-two Wisconsin counties have the authority to commit female youth aged 12 years or older to the Department of Corrections. Generally, a juvenile court order is for one year with the possibility of extensions up to the age of 18 years.

While youth are in the custody of the Department of Corrections, Division of Juvenile Corrections (DJC), the provision of treatment and education are vitally important. In addition, community service, victim awareness, hard work and responsible behavior all contribute to holding the youth accountable for their actions.

A variety of educational and treatment programs are available at Southern Oaks Girls School. Wisconsin law requires school attendance by juveniles less than 18 years of age without a high school diploma or equivalent (GED or HSED). Most SOGS residents attend school full-time. Youth over 18 years of age are not legally required to participate in educational or vocational programs, but the DJC generally requires all youth to participate in such programming as part of their individualized case plans. Educational programming offered at SOGS is available at a variety of academic levels including middle school, high school, HSED, technical college courses and vocational programs. Youth earn credits toward junior high or high school graduation, or work toward high school equivalency while at SOGS. Approximately fifty-five percent of the girls require Special Education services.

Based on their individual needs and case plan, youth also participate in a variety of treatment programs. These include cognitive interventions, alcohol and other drug treatment, anger management, mental health treatment and restorative justice/victim impact programs. In addition to specific treatment programs the youth have access to recreational opportunities, religious worship and ministry, visiting, volunteers through the Foster Grandparent Program, and gender and culturally-specific programs. SOGS is designed to address the unique gender-specific needs of juvenile girls which require a structured, positive, rewards-based, constructive environment.
Youth admitted to a JCI must also have access to necessary preventative and remedial health care, together with specialized services such as psychiatric care. Ethan Allen School offers a full array of health services, including medical, dental and nursing care in addition to psychiatric services.

The average length of stay for youth admitted to SOGS is six to nine months. In the recent past, the number of youth served by all of the Division of Juvenile Corrections JCI programs averaged approximately 592 on a daily basis. Of these, 61, on average, are housed at Southern Oaks Girls School. The institution currently has a designated operating capacity to serve 57 juvenile girls.

General Issues
The Annex building was first occupied in 1999 and includes administrative offices, classroom areas, visiting, and resident housing, including services. Housing capacity is 75 girls in 41 cells, with 2 segregation cells. The building is generally in good condition and appears well maintained. Existing issues include problems with improperly pitched floors in resident showers (water drains into adjacent corridors), and the impending need for replacement boilers.

The Main Building (Monroe Cottage #12 and Hayes Cottage #13) dates from 1928 and is identified as an historic building on the State List of Historic Structures. It provides housing for 31 general population residents, 12 health residents, and 20 segregation residents. The Health Service Unit (HSU) is located here and it provides routine medical and pre-natal care to the youth.

There are several issues concerning the Main Building. Several housing area washers and dryers are not properly vented and contribute humidity to the air quality and the basement is damp with the appearance of mold on surfaces. The public address and telephone systems are adequate, however the ability to page all facility buildings at once, though desired, is not currently possible. The building is limited to partial fire sprinkler coverage, and an emergency generator is limited to supporting only basic life safety needs. Also, the general storage space is extremely limited. There appears to be space for building expansion, however the historic facades would need to be respected.

The Sunset House is a 1919 residence that is in disrepair and is presently being used for storage. It appears to be structurally sound; however, replacement of all interior finishes is necessary. The structure would require significant renovation in order to be used for traditional program purposes. The Activity and Learning Center building was recently occupied and it provides a gymnasium, two classrooms and a vocational room for resident use.

Trends in Juvenile Correctional Populations
In a March 2007 report titled “Cost-Effectiveness of Juvenile Correctional Institutions: Analysis and Options” the Division of Juvenile Corrections presented a thorough and exceptionally well done description of the trends in juvenile correctional populations that is being incorporated here.

According to the DJC report, placements in state juvenile correctional institutions may be affected by several interrelated factors, including:

- Arrest and prosecution of youth for offenses against the law.
Transfer of youth to the adult court system.
Utilization of the secure correctional placement option by courts.
Local continuum of services and dispositional options.
Trends in youth population and subpopulations

Nationally, the juvenile arrest rate began to decline in 1994 and declined each subsequent year except for 2005. In Wisconsin, the same trend was seen, with 1997 being the most recent peak in the number of juvenile arrests. An important note is that persons age 17 were included in the Wisconsin juvenile arrest numbers. The decline in JCI populations, and the concentration of high-risk, high-needs juveniles in the correctional system, began in January 1996, when the age of jurisdiction for criminal investigation and prosecution was lowered from 18 to 17. One impact of reducing the age limit and expanding the jurisdiction of the adult court was that over the following two years, the number of admissions of youth age 17 and older to Juvenile Correctional Institutions dropped by over 50% from 1995 levels.

Beginning in FY 2000 SOGS experienced a decline in its average daily population from 87 in 2000 to 48 in FY 2006. More recently, however, the average daily population has been 61. Even though the population appears to have stabilized and is expected to remain at this level for the foreseeable future, the need for maintaining a secure correctional confinement option for female youth committed by the courts in Wisconsin is imperative. The current operating capacity of the SOGS is 57.

SOGS is the only secure juvenile correctional institution available to serve girls from throughout Wisconsin. Historically, the majority of juveniles served at SOGS have come from Milwaukee and Dane counties, represented 40% of the population at the SOGS.

The daily cost per juvenile at SOGS was $449 in 2007. The current budgeted rate for fiscal year 2008 has been set at $259.

**Population Distribution**

On an average daily basis the girls served at Southern Oaks Girls School represent approximately eleven percent of the youth requiring secure juvenile correctional institution placement. On May 9, 2008 there were 65, of the total institutional population of 598 juveniles, being served at Southern Oaks Girls School.

**Special Needs of the Juvenile Correctional Institution Population**

At SOGS, 100% of the girls have significant enough psychological problems to require a referral to clinical services for assessment and treatment. The clinical services staff at SOGS provides psychological services, referrals to psychiatry and specialized treatment as required by the youth. Individual psychotherapy, group therapy and staff training are integral to addressing the mental health of the youth. In addition to these services, more intensive treatment options are available to meet the needs of the most severely emotionally disturbed female youth through the Stepping Up program available at SOGS.

The Mental Health Unit, Stepping Up, provides intensive treatment services on site at Southern Oaks. The females placed in the program typically display very serious behavioral problems that may be signs of underlying psychiatric problems such as cumulative anger, depression, agitation and psychosis often resulting
from a lifetime of abuse or neglect. The services offered are generally comparable to those provided to male youth at the Mendota Juvenile Treatment Center. The average length of stay in the Stepping Up program is approximately 4.5 months. The girls leaving the program may either transition to a general population unit at SOGS or be released to a variety of community-based placements.

A 6-bed Intensive Treatment Program (ITP) unit is also available within the Stepping Up unit. This program component addresses the treatment needs of the most severely challenged delinquent females with mental health issues typically combined with severe disruptive/aggressive behavior patterns. Many of the girls have a history of engaging in acts of serious physical self-harm. The eclectic treatment approach involves strong developmental systems and cognitive-behavioral perspectives. It places high priority upon identifying underlying casual factors for the negative behavior and using multi-leveled therapeutic interventions across a broad range of treatment domains to create positive change.

For many of the youth committed to SOGS, alcohol and other drugs have often played a significant role in their lives and resulting criminal behavior. There is a statutory requirement, s.301.027, Wis. Stats., for the provision of AODA treatment in the juvenile correctional institutions. Youth admitted to SOGS are screened and assessed for possible drug and alcohol involvement. Approximately forty percent of the youth have a diagnosed substance abuse and/or substance dependent need requiring their participation in the available AODA programming. Those girls assessed as having substance abuse or dependency participate in the Reflections program, an intensive gender-specific AODA program that meets an average of four times a week during a ten week period.

Since a very limited number of the female youth committed to SOGS require sex offender treatment and programming there is not a specific program or housing unit available. Instead, girls identified with sex offender treatment needs are assigned to a specific clinician with expertise in sex offender treatment to address these issues and provide the appropriate treatment.

The Short Term Re-Entry Program for juvenile females is a gender-specific, culturally diverse dispositional option designed for mentally stable girls between 13 and 17 years of age, meeting statutory criteria for correctional supervision under s. 938.34 (4m). The program includes no more than 10 girls at any time and the maximum length of stay is 120 days. The key elements of the program include re-entry planning, a two week reception period assessing needs and strengths, family therapy, experiential Outback programming such as Ropes and Challenge teambuilding courses, Substance Abuse Programming, Juvenile Cognitive Intervention - Phases I and 2 of the Division’s Juvenile Cognitive Intervention Program, and Aggression Replacement Therapy/Skill streaming. Other programs available for the girls include Girl Scouts, Sexual Abuse Groups, Skills Teaming, Women's Issues Group, and Consumer Education.

**Infrastructure Considerations**

The Village of Union Grove provides water to the Southern Oaks Girls School. An 8” water main extends from the Southern Wisconsin Center to serve hydrants, plumbing fixtures, and a water based fire protection system. All buildings have functioning sprinklers with the exception of the Sunset Cottage. The plumbing fixtures and piping in the main building were replaced in 1994. The copper piping is already showing signs of wear and is in poor condition. The sanitary sewer extends to the SWC and to the Village of Union Grove treatment plant.
Steam is delivered from the Southern Wisconsin Center to the main building to serve instantaneous domestic water heaters and the steam/water heat exchangers for hot water heating. The steam pits were replaced in 2005. The steam system is adequate and in good condition, although the heat exchangers need to be replaced. There is a concern that the Southern Wisconsin Center may shut down the power plant which would eliminate the steam source for the SOGS. The Annex has stand alone, gas-fired, Thermific boilers that need to be replaced.

The electricity and gas are provided by Wisconsin Energy from the SWC. There is an 80 KVA diesel generator that serves the Annex and a 150 KVA diesel generator that serves critical loads in the Main Building.

The HVAC systems for the main building include constant volume air handling units with reheat coils for the general population; split system air conditioners for the control center, classrooms, and break room; and constant volume reheat systems with DX cooling for the ‘02 Segregation and Mental Health additions. The controls are pneumatic for the original building and direct digital for the addition that was constructed in 2002. The proposed future projects for the older portion of the main building include upgrading the ventilation systems, controls, and the addition of a perimeter hot water heating system.

The HVAC systems for the Annex include constant volume reheat systems for the housing wings; variable air volume reheat with direct expansion cooling coils for the office and administration areas; and split system air conditioning units for the control and data rooms. The controls are direct digital with pneumatic operation. The systems are new and are be in good working condition.

The public address system should be upgraded to allow all buildings to be connected. The fire alarm system was recently upgraded with new smoke and heat detectors; the main panels should also be upgraded. The camera system was upgraded with 62 new cameras in 2007.

**Security Considerations**

The roads and sidewalks appear to be in good condition. The perimeter fencing is adequate but additional perimeter lighting is needed.

**Food Service and Laundry Facilities**

The REECC food service operation provides as many as 300 meals per day for the offenders and staff at SOGS. The production capacity at REECC is sufficient to meet the needs of this facility. There is a fairly new dish washing area located in the Annex; it is more than sufficient to meet the needs of SOGS.

The food service operation is subject to the National School Lunch Program (NLSP) guidelines in order to qualify for meal reimbursement programs. The annual cost per meal is approximately $.76.

Laundry facilities are available for the residents in the Main Building and the Annex. Some housing area washers and dryers are not properly vented and contribute humidity to the air quality.
Operational Considerations
The general condition of the Main Building and Annex are good, with ongoing repairs and maintenance completed as required. There are issues with improperly pitched floors in the resident showers within the Annex; the water drains into adjacent corridors. Replacement of the boilers will be necessary within the near future. In the Main Building, general storage is limited. The basement is damp and is showing signs of possible mold growth. Some housing area washers and dryers are not properly vented and contribute humidity to the air quality.

The public address and telephone systems are adequate; however, there is no current method for paging all facility buildings at the same time. An emergency generator is available to maintain basic life needs only.

Roads and sidewalks appear to be in good condition. Perimeter fencing is adequate but additional perimeter lighting is needed.

Any renovation of Sunset House could provide additional bed capacity, if needed, and employment opportunities at the facility.

Existing Problems and Constraints
The existing problems at this facility are generally related to the support functions and not to the need to expand the resident capacity of the institution.

The Annex building, occupied in 1999, has problems with improperly pitched shower floors, causing water to drain into corridors. This building’s boilers are approaching the end of their lives, and will need replacement in the near future.

The Main Building, a historic structure dating from 1928, has the usual systems failures associated with a building of this age. The biggest problem is the basement, which is damp and shows evidence of mold growth. There is a major need for a loading dock and warehouse storage addition for the building. However, this, or any, addition to the building would need to be carefully developed due to its historic status.

The Activity and Learning Center is new, occupied in the summer of 2007, and has no known deficiencies.

The Sunset House is a 1919 historic residence in need of significant renovation. It is presently used only for storage. If these upgrades and repairs were to occur the facility could be used for more useful purposes, such as a transitional facility for inmates approaching re-entry.

There is no identified need to expand the resident capacity at this facility, other than the possible use of Sunset House as a transitional facility.

Expansion Capacity
There is space available on the site to expand the Main Building to address the loading dock and warehouse storage concerns. However, this building has a complicated floor plan and it could be difficult identifying an appropriate place to site an addition that would provide the needed vehicle access.
A garage for food transport vehicles would involve a minor footprint on the campus and could be easily developed if the need is confirmed.

The location of this facility on the grounds of Southern Wisconsin Center allows for development of an addition to the Main Building because of current excess utility capacity serving the entire campus.

**Summary of Institution Identified Needs**
The following conditions were identified during the Consultants’ site tour:

- Construct a new loading dock and associated warehouse area for the Main Building.
- Provide perimeter lighting for the facility.
- Replace the fire protection system.
- Install boilers and CCTV/DVR in the Annex.
- Construct a truck storage garage for the vehicle used to transport food from REECC to SOGS.
- HVAC improvements.
- Condensate line replacement.
- Water distribution system upgrade.
- Building automation upgrade.

**Recommended Major Capital Projects and Estimate of Probable Cost**
No major projects are being recommended at this female juvenile correctional institution.

**Summary**
The ability of the SOGS to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

The Southern Oaks Girls School currently meets the majority of spatial requirements. By addressing several minor improvements the facility will see improved efficiency and a higher level of comfort and control for the residents and staff. Immediate security improvements such as additional lighting at the perimeter and improvements made to the fire protection system will increase safety; additional storage space in the form of a warehouse and truck storage garage would create a more organized and spacious environment.

The utility service to and from the institution would need to be surveyed to determine if it is adequate to handle any increase in loads if future physical plant improvements are recommended.
SPRITE Program

The SPRITE (Support, Perseverance, Respect, Initiative, Teamwork and Education) program is a short term, high impact, adventure based education program designed to teach delinquent male youth the skills necessary for successful reintegration into their home communities. The program serves institutionalized JCI youth as a transitional program to prepare them to re-enter the community and also serves youth referred by Wisconsin counties as a diversion from placement in a juvenile correctional institution. The program operates a 12-bed facility on a site consisting of three parcels that total 5.078 acres located on county highway M in the Village of Oregon, Wisconsin. The Oregon Correctional Center (OCC) and the Oakhill Correctional Institution (OCI) that serve adult males are in close proximity to the facility.

The SPRITE staff also facilitates the “Outback Program,” a seven day, on-grounds experiential education program for young women residing at the Southern Oaks Girls School.

Overview

The mission of the SPRITE program is to provide safe, secure, humane, and innovative treatment and educational programs designed to challenge the behavior of delinquent boys. The program has been an innovative and integral part of the Wisconsin juvenile corrections system since 1978. SPRITE has served more than 3,000 Wisconsin youth. From its inception, SPRITE has operated on the premise that delinquent youth will greatly benefit from healthy personal relationships and challenging adventurous experiences.

The program utilizes experiential education to teach the male youth responsibility, trust and good decision making skills. Youth learn pro-social behavior, independent living skills and responsibility through problem-solving activities, wilderness expeditions, rock climbing, community service, urban exploration and pre-employment skill development. SPRITE differs from a typical recreation program primarily because of its emphasis on the process by which responsible decisions are made and acceptance of consequences for inappropriate decisions or behaviors. It promotes accountability by creating real life situations for the boys that will require them to work with others to overcome challenges. The SPRITE program tests the students for stability and coping skills before they are allowed to enter the community. As students progress through the program they are slowly transitioned from very strict control to less structured community based challenges that require them to practice and apply pro-social behavior, good decision-making and demonstrated employment skills.

This SPRITE program operates twelve 25-day programs per year using a four week structured intervention model and adventure based education to engage boys in life changing activities. SPRITE operates 24 hours a day during each of the 25 day sessions conducted twelve times annually. The primary age group for youth selected for participation is 14 to 17 year olds. The program can serve up to 12 young men per month who are referred from Ethan Allen School, Lincoln Hills School and directly from counties throughout the state.

General Issues

The main building is known as the SPRITE house (Bldg. 1701), and was first occupied in 1993. The building includes staff offices, a classroom/dining/dayroom space, kitchen, laundry, mechanical space, storage, and youth housing (three rooms with four youth in each). The housing capacity accommodates 12 boys. The
building is generally in good condition and appears well maintained. General storage for this building is extremely limited.

The Equipment Storage Building was constructed in 2002, and is a pole structure with a concrete slab on grade, a steel structural frame, and exterior metal siding. Approximately half of the building is utilized for storage of equipment used in the SPRITE training programs. The other half of the building is used for group classes and is often used by outside groups for training purposes as well as by SPRITE for instructional purposes as it relates to the outdoor activities undertaken by the youth as part of their training. The interior finishes are sparse and in good condition.

The building does have its own septic field, bathroom, hot water heater, electrical service and well for potable water use. There do not appear to be any immediate needs for this building.

The Garage (Bldg. 2225) was built in 1956 and is frame construction, appearing to have been originally used as a farm residence. This structure provides storage for lawn and snow removal equipment as well as dry wood storage in the lower level. The upper level area is available for use as a program area but has deteriorated over time to the point that the condition of the space is not suitable for this purpose. Overall, this building is in extremely poor condition.

The Silo (Bldg. 2231) is the original concrete farm silo built in 1956. No longer used as a silo, it serves instead as a climbing wall for SPRITE youth. It appears to be in sound condition although the staff did not have a key available to allow entry to the silo and therefore the interior was not viewed. The exterior appears to be in sound condition and suitable for its current purpose. However, just as the ropes course trees are inspected annually to determine their ability to continue in use, the silo should also be inspected before continued use from one year to the next.

**Trends in Juvenile Correctional Populations**

The operating capacity for the SPRITE program is twelve. In 2005, the SPRITE program served a total of 121 youth. More recently, the average daily population has been 8 juveniles. It is not anticipated that there will be any significant increase in the need for additional capacity at the SPRITE facility.

**Infrastructure Considerations**

The ventilation in the SPRITE house is minimal and there is no air-conditioning. Internal staff offices in the center of the building have no ventilation at all. The shingle roof is beginning to lift and show undulation in the roof deck. This may be a result of poor workmanship during construction or another sign of poor ventilation in the attic. The facility heating in the SPRITE house is achieved by two down flow gas fired forced air furnaces which deliver air to below slab ductwork feeding perimeter floor registers. These furnaces have no visible outside air connections.

The 50 gallon hot water heater often cannot keep up with demand, especially during showering activities. In addition, many of the plumbing fixtures clog easily and require on-going maintenance.
The utility bills for this building are very high, and may be attributed to the kitchen walk-in freezer that has door seal problems. Also, at least two of the building’s windows show signs of seal failure, which make the others suspect as well.

The electrical service is a 200 amp service and all available circuits are used. An upgrade of the service should be considered. The T12 fluorescent light fixtures in the dayroom area are not detention grade fixtures and have broken lens covers that are no longer manufactured. Many of the fluorescent bulbs are exposed and represent a hazard to the building occupants. These fixtures occasionally go out without apparent reason and are a concern to the building occupants. Also, there is no emergency generator system to serve the facility.

The Equipment Storage Building is served by a 200 amp breaker panel with a few spare slots. Also, the high liquid level alarm in the septic system only alarms inside this building and is not annunciated in the SPRITE House office area. When the building is unoccupied the alarm would not be heard.

There is only minimal fused electrical service to the Garage Building, and no other services are active at this time.

Security Considerations
There is no perimeter fencing or other site security. The building door openings are not secure in the main building where the boys sleep, but there is an alarm system on the doors to notify staff that they have been opened. This system is similar to a standard burglar alarm. Fire alarms go to Midwest Alarm Company, and the door entry alarms go to the Permar Security Company and they send a response unit. There is also a personnel security alarm system in the main building for staff and it also reports to the Permar Security Company.

Food Service and Laundry Facilities
Bulk food items are delivered from the Oakhill Correctional Institution and the youth prepare their own meals under staff supervision. The kitchen facilities are in decent repair with the exception of the walk-in freezer, which has significant door seal problems. The kitchen environment suffers, however, from heat generated by the equipment. The gas fired kitchen stove has difficulty maintaining its pilot light.

The laundry is cramped and contains a residential quality washer and two dryers donated by a Laundromat. There is a very limited clothing storage space and very little area in which to fold laundry items.

Operational Considerations and Issues
The SPRITE House was constructed without a basement and is slab on grade. There are issues regarding multiple cracks in the concrete floors in the building. This is a special concern in the shower and toilet areas of the facility. The shower drying area does not have a drain and water from the showers puddles in this area. The wall tiles in many areas of the shower are in need of re-grouting or replacement. The round curb between the drying area and the shower area appears to exceed ADA height standards. Also, many of the flooring tiles in the multi-purpose space are coming loose. The vinyl base in this area is being pushed under the edge of the drywall that is short of the toe plate in the partitions, creating a hiding space for dirt and insects that have been a reoccurring problem within the building.
The site for the Equipment Storage Building is part of a hill and sloping on three sides making ADA access from the nearby parking area difficult. There are often complaints from staff and building users that there is an odor coming from the large floor drain that serves the building.

It is unlikely that the Garage Building can be renovated at a reasonable cost and should be considered for demolition and replacement. All the exterior materials are past their useful life including doors, windows, siding and roofing. The staff has indicated that due to ill-fitting doors and broken windows that they have significant issues with rodents getting into the building.

The lower level of the garage building has a floor to ceiling height that is very low and makes it difficult to utilize the space effectively for storage of canoes and other grounds keeping equipment. The rear wall of the lower level consists of concrete masonry units and is beginning to fail due in part to age and also the amount of water that infiltrates this portion of the site from outside. The wall acts as a retaining wall in this sloping site. The space is not efficiently laid out and does not work well for the program needs of the facility.

**Existing Problems and Constraints**

The existing housing, program and storage facilities are built on a relatively small and sloping rural site near the Oakhill Correctional Institution and the Oregon Correctional Center and Farm. The SPRITE House is a residential style building that was built in 1993. It is generally in good condition with the exception that there are problems with the floor finishes, windows, ventilation system, hot water capacity and roofing.

The equipment, wood storage, and program (Garage) building is in very poor condition and in need of immediate repair or replacement. Constructed in the mid 1950's all exterior materials on the building are past their useful life expectancy and water tightness of the exterior including walls, windows, and roof are suspect. The staff has a hard time keeping rodents out of the building. In addition, the existing lower level concrete masonry foundation wall acts as a retaining wall that is beginning to show signs of failure due to the amount of pressure it receives from being below grade on one side and exposed on the other. Ground water and soil pressure present a constant treat to this structure.

The old farm Silo is no longer active but is used by staff and residents as a climbing wall. It appears to be in good condition but needs to be checked annually for any significant changes in structural integrity so that it can be properly maintained for this function.

The Equipment Storage Building is the newest building on the site and has relatively few problems. There is some issue with the open flow drain in the equipment bay area that needs to be addressed. Also, the septic system site is near this building and an overflow alarm for that system sounds in this building only. This needs to be modified so that it alarms in the main building as well.
Expansion Capacity
The facility is designed to allow staff to work with a certain number of residents so that optimal attention and focus can be provided by staff at all times. Unless there was a significant demand to enlarge this program there is no need to enlarge the facility.

The site is also very limited in size and this factor will restrict any further development short of building a replacement facility for the Garage building.

Summary of Institution Identified Needs
The following conditions were identified during the Consultants’ site tour:

- Construct a replacement facility for the garage building that would include both storage space and program areas.
- Completely replace the roof of the SPRITE House and install all new windows.
- Upgrade forced air furnace systems, adding outside air supply and air conditioning for the office areas.
- Upgrade all plumbing fixtures and drainage piping.
- Upgrade electrical service in the SPRITE House and replace ceiling light fixtures.
- Replace the classroom/dining/dayroom floor and repair the walls and baseboards within the SPRITE House.
- Improve the hot water heating capacity within the SPRITE House.
- Repair the tile and tile grouting in youth shower room.
- Repair or replace the kitchen freezer unit.
- Provide overflow alarm from septic system to staff office in the SPRITE house.

Recommended Major Capital Projects and Estimate of Probable Cost

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<th>SPRITE</th>
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<th>FY13-15</th>
<th>FY15-17</th>
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Summary
The ability of the SPRITE facility to address the operational considerations and identified needs will be contingent on the availability of DOC resources and the prioritization of these resources throughout the correctional system.

It is the recommended that the facility addresses its current shortcomings and correct building systems where possible. The Department should request that the existing Garage Building be demolished and replaced by a new two level structure that provides for lawn equipment storage, dry wood, and canoe storage in the lower level and one large program space at the upper level accessible to grade at both levels of this sloping site. Ideally the building should be equipped with individual staff and resident toilets.
Additional expansion for new housing is not recommended. There is no established need for this to occur based on historical use of the facility or projected need in the future.
Promising Correctional Practices, Programs & Policy Initiatives

State spending on Corrections has risen faster over the past twenty years than spending on nearly every other Wisconsin State Budget item. Despite the significant influx of financial resources, the demand for secure confinement continues and is expected to increase during the next decade and beyond. Even though this Ten Year Correctional Facility System Development Plan has as its primary emphases the present and future need for secure inmate confinement capacity through expansion, renovation or contraction of existing correctional facilities, it is also imperative that attention be directed to a discussion of future programs and policies that may offer the opportunity for more effective management of this growth in the incarcerated population.

Given the fact that the ongoing obligation and appropriate responses to offender population management are not the sole responsibility of the Department of Corrections, but rather are shared among various stakeholders in the criminal justice “system”, it is important to assume that this broad base of individuals and organizations also have a common interest in affecting changes that favorably impact the demand for costly prison responses to criminal conduct.

The Wisconsin Department of Corrections has a long standing reputation as a leader in correctional programming and services. The challenge to create future options that may well moderate the growth of the prison population, make programs more effective and efficient and continue to provide community safety is daunting. What follows is a description of various best practices, programs and policy initiatives presently under discussion or being pursued by the Department that offer future promise for a decreased demand for costly incarceration in Wisconsin.

Existing Correctional Population Management Program Initiatives

The Department of Corrections has three major population management initiatives that are directed toward the reduction of the confinement time that certain offenders are required to serve in the DOC correctional facilities. The three programs include the Earned Release Program (ERP), the Challenge Incarceration Program (CIP) and the Alternative to Revocation Program (ATR). The various program offerings provide the necessary treatment, education and constructive skills development needed for offenders to be successfully reintegrated into the community.

Earned Release Program (ERP)

The Earned Release Program was originally approved in the 2003-05 biennium and expanded in the 2007-2009 biennium. The intent of the program is to provide intensive AODA treatment to offenders with a substance addiction/abuse need that is related to their criminal behavior. Any eligible inmate who successfully completes the substance abuse treatment programs at the Drug Abuse Correctional Center (DACC), the Chippewa Valley Correctional Treatment Facility (CVCTF), the Racine Correctional Institution (RCI) and the Robert E. Ellsworth Correctional Center (REECC) are subsequently released to parole or extended supervision. For inmates who are being sentenced under a bifurcated (truth-in-sentencing) sentence, the sentencing court must decide at the time of sentencing that the inmate is eligible to participate in the program based on a recommendation in the pre-sentence investigation report prepared by the Division of Community Corrections. For those inmates already serving a bifurcated sentence, the court must modify their sentence to include eligibility to participate in
the program. Inmates who committed crimes against life and bodily security or for sex crimes against a child are not eligible to participate in the Earned Release Program.

A recent formal evaluation of the ERP conducted by the University of Wisconsin, Center for Health Policy and Program Evaluation, has yielded valuable information about the operation of the program and its impact on the target population it serves.

The ERP is designed to promote successful transition to community supervision, reduce the risk of committing a new crime and save taxpayer dollars through reduced use of prison bed space. Although the ERP has only been operational for slightly more than two years, results of the initial program evaluation indicate that the program is on target to meet this goal. Since its inception, the ERP has produced nearly $10 million in estimated prison bed days saved through the early release of non-violent offenders who have alcohol or drug treatment needs. While experiencing challenges similar to the development and implementation of any new program, the Earned Release Program has a sound foundation in place to reach even greater potential benefits. With enhancements to the continuum of care of substance abuse treatment provided including transition planning, reentry support, and aftercare services, the Earned Release Program can provide comprehensive treatment to break the cycle of addiction and criminal behavior.

Challenge Incarceration Program (CIP)
The Challenge Incarceration Program has its origins in early 1990 when the first “boot camp” became operational at the St. Croix Community Correctional Center. It was developed to provide eligible inmates with the opportunity to gain the individual skills and personal resources necessary to return to the community, successfully complete their time on parole or extended supervision, and to remain crime and drug free. The DOC currently operates the CIP at the Black River Correctional Center and the St. Croix Correctional Center, which serves both male and female offenders. The program can also be used as an Alternative to Revocation (ATR) for certain probationers and parolees. The Challenge Incarceration Program is designed in a manner that allows the participants to successfully complete all of the required program components in a minimum of 180 days. The primary program components emphasize discipline and alcohol and drug abuse treatment through rigorous physical activity; physical work crew assignments; regimentation and discipline; instruction on military bearing; intensive AODA treatment; individualized educational programming; and in depth group interactions that address rational thinking, responsible behavior and effective decision making.

The CIP program is designed to serve 132 inmates at the St. Croix Correctional Center, including 12 female inmates, and 100 male inmates at the Black River Correctional Center. Upon successful completion of the program, the inmate is granted parole or placed on extended supervision in the community where they are subject to high-risk supervision by the Division of Community Corrections probation and parole agent.

Alternative to Revocation Programs (ATR)
The Alternative to Revocation Program is designed to provide structured treatment responses to offenders who violate the terms of their community based supervision on probation, parole or extended supervision and are at risk of being returned to prison for an extended period of time. The ATR programs can include a variety of AODA treatment, work and job skill development, anger management and cognitive intervention strategies that are directed to improving the successful reintegration of the offender in the community. The ATR programs are
generally 90 to 120 days in duration and are available at a number of the Division of Adult Institutions (DAI) correctional facilities throughout the system. Because the ATR inmates serve shorter periods of time in secure confinement than offenders who are revoked, it provides an immediate savings of bed days for an overcrowded correctional institution system.

According to information provided by the DOC, since the inception of the DAI-ATR program in January 2004 through March 2006 the following has occurred:

- 1,687 offenders were placed in the DAI-ATR Program
- 1,418 of those offenders completed the program (84%); 992 of those remained out of prison (70%); 139 were imprisoned on a temporary hold (10%); and 285 were eventually revoked and sent to prison (20%)
- 92 offenders were terminated from the program prior to completion (11%)
- the average number of days to complete the DAI-ATR was 102 days, while the average number of days for offenders who were revoked and incarcerated was 652 days; a savings, on average, of 550 prison bed days for each offender who successfully completed the ATR program.

In addition to the current 200 bed DAI-ATR capacity, the Department has recently implemented a community based ATR program that is expected to provide similar program alternatives for 800 offenders on community supervision.

**Program Initiatives**

The Department of Corrections has initiated a number of special studies and programs designed to enhance case management and offender reintegration which are described below.

**Revocation Study**

The Department has entered into a contract with the University of Wisconsin School of Medicine and Public Health, Department of Population Health Sciences, to conduct a comprehensive study on offender revocation within the adult correctional system. The study will be completed in March of 2009, and will include the following components:

- A thorough review of national best practices in the areas of policy, practice and use of graduated sanctions;
- An examination of aggregate DOC revocation data, including historical trends and patterns;
- Case-level examinations of randomly selected revocation summaries of offenders admitted to prison for ‘technical violations’ to better understand “why” revocation took place – analyzing offender behavior(s) that lead to revocation and the use of graduated sanctions, community-based alternatives to revocation, and/or treatment alternative strategies employed to avoid revocation;
- Information for the DOC administration and policy-makers to assist in making any needed changes in policy, practices, resource allocation, staff training needs and/or future budget decisions;
Identification of information/data that is necessary to analyze, monitor and evaluate revocation practices that are missing or not collected in the DOC legacy systems that need to be included in the WICS;

Initiating the process of establishing a means to address the recommendations of the Commission on Reducing Racial Disparities in the Wisconsin Justice System.

### Re-entry Programs

Over the past few years, the Department has embarked on a number of system-wide and offender-specific re-entry initiatives. The principal goal of these efforts is to shift the department's focus, policies and practices towards a more unified approach to successful offender reentry, while emphasizing offender accountability, coordination of services and state, local and community collaborations. The Department has taken significant steps forward in developing and expanding its efforts to collaborate with other federal, state, county, provider agencies, faith-based organizations and other community-based organizations in an effort to expand the scope of reentry services provided to DOC clients, and to establish a continuum of care and services that best meets the needs of offenders released from prison.

In an effort to implement and sustain the values of offender reentry initiatives within the Department and among other state, county and local agencies and providers, the Department has established the necessary infrastructure through the development of the Department Re-entry Business Strategic Plan. This re-entry business strategy brings together several initiatives within the Department, each with a common theme to reduce the incidence of future criminal behavior for offenders convicted of crimes who are supervised by the Wisconsin DOC. The core principles of the strategy include:

- Offender transition begins at intake, to any Division within the DOC, when a corrections plan is developed for each inmate that addresses criminal risk factors to enhance successful integration in the community and reduce recidivism.
- Staff holds offenders accountable by providing both positive and negative consequences to offender behavior, being pro-social role models and guiding offenders toward pro-social behavior in concert with their corrections plan.
- Inmates/offenders are prepared for community living through specific interventions related to their corrections plan, such as work, education, and focused treatment programs and release planning.
- Offenders have the opportunity to develop healthy relationships with their family and children, when appropriate, in order to build pro-social community support and break the intergenerational cycle of crime.
- Offender transition from incarceration to community is carefully planned by both institution and community corrections staff, with consideration of victim concerns, and coordinated with inmates and community stakeholders.
- Supervision in the community, consistent with the corrections case plan and these principles, is key to reducing recidivism for those released from prison and those sentenced to community supervision.
- Treatment programs are outcome, research and evidence-based.
- Staff will support and reflect the Department’s values in all work-related interactions with others.

Specific examples of reentry initiatives include:
Female Offender Re-entry Enhanced Program (FOREP) – This program began in 2004 and is designed to provide enhanced reach-in services to women released from the Wisconsin Women’s Correctional System. These enhanced services are intended to break the cycle of crime, substance abuse, depression, family violence and trauma that now plague generations of Wisconsin families impacted by parental incarceration. The program is the result of collaboration between the Departments of Corrections (DOC), Workforce Development (DWD) and Children and Family Services (DCFS) to provide treatment for substance abuse, find suitable housing and work, and to safely reunite women with their children. Breaking a potential cycle of intergenerational criminal behavior requires a multi-disciplinary team approach and a continuity of service for the female offender and her family, beginning at the point of incarceration and continuing through to release and community integration.

Access to Recovery Grant – Wisconsin Supports Everyone’s Recovery Choice (Wisconsin Choice Program) – In 2004 the State of Wisconsin was awarded a three-year grant of $22,800,000 for the Access to Recovery program, administered by the Substance Abuse and Mental Health Services Administration (SAMHSA), U.S. Department of Health and Human Services. An additional $15,000,000 was received in 2007 to provide services for an additional three years. This program expands the capacity and will significantly enhance the current Milwaukee County voucher system for county residents who are involved in the criminal justice system and have substance use treatment and recovery support service needs. Specifically, Wisconsin Choice has targeted offenders undergoing revocation proceedings as an alternative to revocation. This program has strengthened the collaborations with state and county agencies, community providers, client advocacy groups and faith-based organizations. The scope and diversity of these collaborations will lead to a greatly expanded choice of providers for clinical and recovery support services designed to strengthen families and break the intergenerational cycle of addiction and incarceration.

Offender Benefits (MA/SSI) - The Department has adopted a policy to ensure that offenders who are eligible for public benefits receive them immediately upon their release from prison. This initiative involved a multi-agency team, including the former Department of Health and Family Services (DHFS) and the Social Security Administration (SSA). A core component to this initiative is to provide assistance to the offender, prior to their release to the community, in completing the needed application materials to ensure benefits for those who are determined eligible. This initiative will better prepare DOC offenders, especially those with complex mental health and physical health needs, for release and successful reintegration back into the community.

Offender Benefits (Veterans) – The Department has adopted a policy to ensure that offenders who are eligible veterans are provided employment, training, and other benefit services while incarcerated and upon their release from prison and/or while on supervision in the community.

Statewide Pre-release Curriculum – This is a comprehensive program that provides pre-release programming to all offenders, regardless of custody level, that facilitates successful transition into the community. The program includes acquisition of necessary identification, information, and connection to available support services, clarification regarding what will be expected of them while on field supervision, access to current employment and housing opportunities, and skills development. The curriculum educates each offender about the following ten critical areas that affect the likelihood inmates will be successful upon release: Education;
Employment; Family Support; Financial Literacy; Health; Housing; Personal Development; Transportation; and Wellness.

Treatment Alternative to Prison Program (TAPP)
The 2003-2005 State Budget, Wisconsin Act 33, included the creation of a female offender alternative to prison program located in Milwaukee. As proposed by the Governor and adopted by the Legislature, this program is designed to provide an additional tool for the Milwaukee judiciary to offer a prison diversion sentencing option for certain female offenders. The participating female offenders benefit from intensive, gender-specific alcohol and other drug abuse treatment programming and community supervision/support services. The program was proposed and adopted as part of a larger set of initiatives in the state budget to control Wisconsin’s prison population. While the program is projected to save taxpayer dollars through reduced use of prison bed space, the primary focus of the program will be on public safety, offender accountability, successful rehabilitation and community reintegration to break the cycle of incarceration.

There are presently twenty-five beds available at the Milwaukee Women's Correctional Center (MWCC) that are used for this five week program. The program utilizes a gender-specific, strength-based model of intervention that measures emotional and behavioral skills, competencies, and builds on those characteristics that provide a sense of personal accomplishment. Specific goals of the program include:

- Reduced recidivism rates and reduced involvement with the criminal justice system.
- Improved mental health and well-being. All program participants will have active participation in all aspects of their treatment plans and single coordinated care plan, including the involvement of informal supports.
- Decreased substance use while reinforcing a lifestyle of sobriety.
- When appropriate, increase the number of children that return home safely and achieve permanency within their families.
- Improved vocational outcomes, increased employment and self-sufficiency.
- Achieve safe and stable housing and improved living situation.

Policy Initiatives Under Development and Consideration

Treatment Alternatives and Diversion Program
The Treatment Alternatives and Diversion (TAD) program is a grant program for Wisconsin counties that was funded in the 2005 Wisconsin Act 25, the Biennial Budget for 2005-2007. The program provides grants to counties to develop treatment and diversion alternatives to jail and prison sentences for non-violent offenders with drug and alcohol problems. Administratively, the program is a joint effort involving the Office of Justice Assistance (OJA) as the granting agency, in program collaboration with the former State Department of Health and Family Services and the Department of Corrections. An ongoing advisory committee has been created, with representatives from involved state and local agencies and organizations, treatment providers and consumers.

In July 2006 the Office of Justice Assistance published the first TAD request for proposals. The OJA received 24 applications from throughout Wisconsin that collectively equaled over four million dollars in funding requests – legislative spending authority for the program was set at $755,000. In September 2006 the Office of Justice
Assistance awarded a total of five TAD grants totaling $891,900 to Dane, Rock, Wood, Washburn/Burnett and the St. Croix Tribe, Washington and Milwaukee counties.

Justice Reinvestment Initiative
The Justice Reinvestment initiative is a project of the Council of State Governments Justice Center, funded through the U.S. Department of Justice's Bureau of Justice Assistance, Pew Charitable Trusts Foundation, JEHT Foundation, and the Open Society Institute. Justice reinvestment is a data-driven strategy for policymakers to reduce spending on corrections, increase public safety, and improve conditions in the neighborhoods to which most people released from prison return. The specific strategy of this initiative will include:

- An analysis of the prison population and spending in the communities to which people in prison often return. These data highlight opportunities to manage the prison population growth, increase the integration of government programs and funding streams, and strengthen particular “high-stakes” neighborhoods.

- Provide policymakers with options to generate savings and increase public safety. The justice reinvestment experts generate various options that recognize the uniqueness of each state’s criminal justice system and tailor them to that jurisdiction, such as strategies to:
  a. Reduce parole and probation revocations;
  b. focus supervision resources where they can have the greatest impact, and
  c. hold offenders and service providers accountable for the successful completion of programs such as drug treatment and job training.

- Quantify the savings and reinvest in select high-stakes communities. State and city leaders work with the justice reinvestment team to determine how much they will save, and avoid spending, by adopting some or all of the correctional options identified by the experts.

- Measure the impact and enhance accountability. For each policy adopted, an appropriate state agency is charged with setting performance measures and projected outcomes, such as the amount of correctional cost saved or avoided, recidivism rates, and indicators of community capacity.

In April 2008 a Special Committee on Justice Reinvestment Initiative Oversight was formed by the Wisconsin Legislative Council, with written support from Governor Doyle, Chief Justice Shirley Abrahamson, Secretary Rick Raemisch, Senator Fred Risser and Representative Michael Huebsch, to recommend that the CSG Justice Center select Wisconsin as a Justice Reinvestment site. The study committee, to be chaired by Senator Lena Taylor, and co-chaired by Representative Joel Kleefisch, was charged with the following:

The Special Committee was directed to serve as the entity to which the Council of State Governments (CSG) Justice Center will report. The study committee process creates a unique forum in which legislators will receive data from the Justice Center along with public members who work directly in different aspects of the corrections and criminal justice systems. The CSG Justice Center will provide technical assistance relating to corrections
costs. Specifically, the technical assistance will include: (1) mapping of specific neighborhoods where large numbers of offenders are released from prison to identify how to improve coordination of services, correctional supervision, and law enforcement; (2) analyzing the prison population to determine what is driving its growth and to identify which categories of offenders are at high risk of re-offending; (3) developing policy options, based upon the data collected, to increase public safety and decrease corrections spending; and (4) projecting the fiscal impact of any policy options identified. As a result, legislators and public members on the committee would develop a comprehensive understanding of the data collected and the issues identified and would be better equipped to analyze policy options relating to corrections.

Following a recent site visit by the CSG, Wisconsin is currently awaiting notification and acceptance from the CSG Justice Center that Wisconsin has been successful in being selected as a study site for this initiative.

**Wisconsin Community Justice Act**

In late 2007 a non-partisan, multi-agency committee was brought together to study current best-practices and lessons learned from other states where the intent was to affect strategic and fiscally sound policy changes designed to address the burgeoning costs of corrections (jails and prisons) in their respective state. The committee, chaired by the Honorable Judge Michael Malmstadt (retired) and co-chaired by the Honorable Judge Elliott Levine, was comprised of representatives from the judiciary, prosecution, public defender, county sheriffs, police, counties association, departments of corrections and health and family services, office of justice assistance, legislators, community providers and criminal justice advocates. A major focus of the committee was to study more than 30-years of experience of other states who have enacted Community Corrections Acts (CCA) as part of their strategy to address burgeoning correctional costs, drawing upon ‘lessons learned’ and ‘what works’ in these states, while creating a model for Wisconsin.

The committee examined a number of fundamental principles for an effective CCA model along with recommendations to construct a Wisconsin-specific Criminal Justice Community Act (WI-CJA) intended to build off the strengths of the Wisconsin criminal justice system, while creating a system that blends a number of existing initiatives to promote a community-based strategy predicated on public safety, increased personal accountability, breaking the cycle of crime, providing restoration to the victim and the community, and advancing fiscally-responsible policies that are intended to control, or curb, escalating jail and prison costs.

The report of the committee is being circulated among legislators, state agencies and county units of government for input and reaction to the proposal. On May 16, 2008 the Wisconsin Counties Association, Board of Directors, formally supported the creation of a Wisconsin Community Justice Act, as proposed by the Effective Strategies for Community Justice Committee.

**Effective Justice Strategies**

In 2004, the Wisconsin Circuit Court System Planning and Policy Advisory Committee (PPAC), the long-range planning committee that advises the Supreme Court and Director of State Courts on policy initiatives, identified the overcrowding of prisons and alternatives to incarceration as a critical issue to be addressed. In response, PPAC formed a subcommittee on Alternatives to Incarceration with a mission to “explore and assess the effectiveness of policies and programs, including drug and other specialty courts, designed to improve public safety and reduce incarceration.”
Chaired by Judge Carl Ashley, Milwaukee County, this subcommittee, has been re-named the Effective Justice Strategies Subcommittee (EJSS) and consists of justice system professionals both in and outside of the court system. During its first year, the EJSS studied various programs and responses that were being tested and researched throughout the United States and in Wisconsin and worked to understand the role of the judiciary as it relates to these problem solving approaches to local criminal justice issues. As a result of their work and discussions, in February 2006, the EJSS narrowed its scope to focus its efforts and recommendations in four primary areas:

**Criminal Justice Coordinating Councils**

Less than two decades ago there were no formal criminal justice coordinating councils in Wisconsin and today at least 16 have implemented a formally organized strategy to improve local justice system approaches. Many communities have organized a local Criminal Justice Coordinating Council (CJCC). Such councils are a necessary first step in bringing together all local and agency officials involved in the justice system within any given county and are the foundation in developing other successful programming. Without such coordinating councils, any efforts made by independent local officials to deal with problems such as jail or prison overcrowding are likely to be fragmented, uncoordinated, and less than effective. The subcommittee continues to create support and guidance around this topic in an effort promote the formation of councils so counties can have the appropriate foundation when developing alternative strategies and programs.

The EJSS also continues to discuss the value and role of a state level coordinating council. This body could potentially serve in an advisory capacity to local councils and coordinate activities on a state level. The subcommittee continues to explore the value this type of body could bring to the state court system.

**Problem Solving Courts**

More than 13 problem solving courts (drug courts, OWI courts, etc.) currently exist in the state and several more are in planning phases. Chief Justice Shirley Abrahamson has embarked on a 72-county tour and is hearing first-hand about many of these alternative, diversionary and/or restorative justice practices and programs. The subcommittee learned that many judges were interested in knowing more about many aspects of problem-solving courts (PSC), and in response, the subcommittee developed an online clearinghouse with a contact listing of all Wisconsin problem solving courts and links to information, tools and studies. Many judges are interested in the PSC concept but lack of coordination in Wisconsin and nationally in identifying common outcome measures and permanent funding mechanisms hinders their long-term viability. The subcommittee intends to continue building its online resources and providing judges with information and guidance that is useful to them.

**Assess, Inform, Measure (AIM)**

To address the concern that many judges voice in regard to not knowing when an “alternative sentence” may be appropriate or available for a specified offender, the EJSS dedicated a significant amount of time studying the key factors in determining when or if the individual is appropriate to be safely diverted from a jail or prison sentence. They found that critical to this determination is the nature and value of the information provided to the court in advance of a sentencing decision. The subcommittee developed and proposed a process model titled
AIM (Assess, Inform, and Measure) which is intended to enhance the quality and scope of information provided to the court about a specified target population. Specifically, the goals of AIM are to:

- Provide the court with a valid risk, needs, responsiveness to treatment and community intervention assessment, while creating a feedback loop that provides information on the success of court dispositions and community interventions in promoting offender success and public safety.
- Provide the court with valid and reliable information, based on current evidence-based practices, which will add value in the case disposition process.
- Create a process feedback loop that provides information on the value of the information being provided to the court.
- Create an outcome feedback loop that provides information on case outcomes and ongoing validation of the case assessment process.

The subcommittee recommended this concept to the PPAC and received its support to move forward. AIM was then presented to the Judicial Committee of Chief Judges; interested counties willing to test this model were asked to come forward, bearing in mind there would not be additional funding available to integrate this idea in their processes. After a year of planning and development, five county interdisciplinary teams with representatives from the courts, county human services, corrections, and others have agreed to pilot the AIM concept and will be moving forward with implementation. Governor Jim Doyle has also shown support for AIM by allocating grant funding in his state budget proposal for implementation of AIM in the county with the highest violent crime rate.

Other Innovative Justice System Programs and Practices
It is clear that local communities are serving as laboratories for testing programs, including but not limited to problem solving courts, that address recidivism and incarceration issues while protecting public safety. A majority of Wisconsin counties have implemented some type of alternative, diversionary or restorative justice program or practice in response to these issues. A survey recently conducted by the EJSS, in coordination with the seven-county report prepared by Professor Kempenin, showed that many court-centered programs and practices are occurring throughout Wisconsin including: day report centers, domestic abuse programming, victim impact panels, electronic monitoring programs, and more. The EJSS is working to catalogue these practices and programs and is creating a resource for Wisconsin Judges, Commissioners and court staff. The intent is to continue to inventory these activities and move toward making recommendations about best practices.

As a result of increased interest at the local level, a clearer understanding of these strategies and their potential fiscal and public safety impact is beginning to form on the state level. As part of the overall budget submission to the Governor, the Supreme Court requested funding for a state level full-time permanent justice initiatives coordinator position to implement and sustain recommendations from the work of the Effective Justice Strategies Subcommittee and other PPAC recommendations related to alcohol and drug abuse programming in
the courts. This request was approved and included in the FY 07-09 biennial budget, along with funding for the AIM project in Milwaukee County.

**Impact of the Truth in Sentencing Legislation**

The 2001 Wisconsin Act 109, passed by the legislature and signed by Governor Scott McCallum on July 26, 2002, made significant changes to the state’s criminal penalties structure. It also modified the original “truth-in-sentencing” law; previously enacted by 1997 Wisconsin Act 283, which impacted criminal offenses committed after December 31, 1999 and increased maximum sentences for felony convictions, changed the sentencing system, and eliminated parole. The new sentencing provisions were applied to crimes committed February 1, 2003, or later.

**Background**

Commonly, in Wisconsin, a felony is a crime punishable by imprisonment of more than one year in the state prison system. (Misdemeanors are lesser crimes, which usually involve confinements of less than a year, generally served in the county jail.) Under the criminal penalty system which existed prior to 1997 Wisconsin Act 283, most convicted felons did not serve their entire sentence incarcerated in prison. They were generally eligible for consideration for a discretionary parole after being confined for 25% of their sentence. Those who did not receive a discretionary parole were usually paroled by a “mandatory release date”, which was set at two-thirds of the imposed sentence time. (Prisoners could be held beyond the mandatory release date under certain circumstances, such as for misbehavior while in prison.) When determining a sentence, many judges took these legal circumstances into consideration and set term lengths that would require a convict to actually serve a certain minimum amount of prison time.

In response to concerns for greater certainty and uniformity regarding incarceration time, Wisconsin Act 283 created a determinate sentencing structure for all felons sentenced for crimes committed on or after December 31, 1999 (other than those sentenced to life imprisonment). It also eliminated parole for prisoners sentenced for crimes committed on or after that date. (Prisoners sentenced for crimes committed before that date still remain eligible for parole.) Felons are now required to serve the entire length of both portions of a bifurcated sentence, which includes: 1) a period of incarceration, followed by 2) a period of extended supervision outside prison. The maximum length of the entire sentence is established by law, but the judge may determine the respective length of the two components, provided the felon serves a minimum of one year in confinement and the sentence is split so that at least 25% of it is spent under extended supervision.

Wisconsin Act 283 increased the maximum penalties for most felonies by 50% to accommodate the extended supervision period, and the law created the Criminal Penalties Study Committee to make recommendations about reclassifying all felonies and some Class A misdemeanors in a uniform criminal code, so that offenses of similar severity are similarly penalized. The committee submitted its final report on August 31, 1999.

**The Impact on Corrections**

Since the implementation of TIS, there has not been a formal comprehensive evaluation conducted to determine the effect that this law has had on the criminal justice system. One report, completed by Justice Strategies in 2005, provides the following observation related to the possible impact of TIS on the adult prison system:
“Since 1999, the amounts of time prisoners are expected to spend on supervision after release has ballooned from 31 months to 55 months – a 77-percent increase. A preliminary analysis of extended supervision outcomes shows a disturbing pattern that could have a tremendous impact on the state’s prison population. Among the cases examined, 40 percent of individuals released to extended supervision were revoked before completing their sentences. If the pattern holds, one in five incarcerated under truth in sentencing will spend their entire extended supervision term behind bars, and another one in five will serve close to half of the time behind bars. Because no credit is awarded for time served in the community prior to revocation, these long terms of post-release supervision and high failure rates could push prison populations and supervision caseloads to the breaking point.”
Additionally, since the implementation of TIS the Department of Corrections has been providing quarterly reports that look at patterns of prison and supervision admissions under TIS, and pre- and post-TIS comparisons of sentencing practices. The most recent quarterly report, covering a period from January 1, 2000 through September 30, 2007, indicates a consistent pattern of increased average confinement time for TIS sentenced inmates.

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<thead>
<tr>
<th>Offense Type</th>
<th>Percentage Change</th>
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<tr>
<td>Assaultive</td>
<td>77% increase (31.6 months to 56 months)</td>
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<tr>
<td>Sexual Assault</td>
<td>55% increase (58.6 months to 91 months)</td>
</tr>
<tr>
<td>Drug</td>
<td>56% increase (17.3 months to 27 months)</td>
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<tr>
<td>Property/Other</td>
<td>12% increase (22.3 months to 25 months)</td>
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The need to more thoroughly examine the impact of TIS on prison populations as a result of the longer periods of confinement time, longer terms of extended supervision in the community, the rate of failure on community supervision and the current provision of the law that does not offer the offender good time credit while on extended supervision will have a critical bearing on the projected need for increased prison capacity in the future. The future human and fiscal costs remain significant; the need for a comprehensive legislative review of TIS is critical to future population and resource management in the Department of Corrections.
Development Plan Recommendations

- Based on the review of the conditions within the Department of Corrections existing institutions, the current utilization of extremely high percentages of double celling at all levels of custody, and the latest population projections, it is the recommendation of the Consultant that the State implement a prison expansion program based on Alternative “B” (see Section 4) which would provide a total of 5,315 additional beds by 2019. The current multiple occupancy is particularly egregious in the State’s two oldest institutions, namely Waupun and Green Bay Correctional Institutions, where typically two inmates spend significant hours of the day and evening confined in cells that offer less square footage than many residential walk-in closets.

- At the present time there appears to be a belief in the Department of Corrections that a reduction in the level of occupancy in the housing facilities at the existing institutions is not possible because of the impact on operational costs and the general perception that everything continues to function without "significant" operational problems and therefore a reduction in these occupancy levels is not necessary. It is the opinion of the Consultant that this is not a safe or sound strategy based on the fact that long-term overcrowding takes it toll on the physical environment and more importantly, the psychological well being of staff and inmates. The extreme crowding also limits access to programs and services which ultimately impact the ability of inmates to improve the likelihood of their successful reentry in to the community upon release.

- Another major proposal in this Plan is to reduce the current reliance on the “emergency” barracks buildings that were built in the late 1990’s to address the rapid and significant increase in the inmate population served by the Department of Corrections. These structures were built with a limited amount of funding and limited life expectancy. Most of the buildings were not insulated, lacked proper amounts of ventilation and heating, had inadequate numbers of plumbing fixtures, and experienced a high level of condensation during warm weather. These structures require an inordinate amount of upkeep and no longer provide a safe or healthy environment for inmates or staff.

- Of critical concern is the fact that presently there is no space available to handle any additional growth in the inmate population or to accommodate the relocation of inmates from one institution to another in the event of an emergency. There is simply no more space available and short of triple celling other inmates or placing inmates on the floors in dayrooms or gymnasiums, there is no where to go with people should the need arise. This translates into institutions that are dangerously full with inmate idleness and the frustration is evident among many of the inmates and also the staff.

- With the passage of time the State has failed to keep pace with the aging infrastructure problems and building needs of the existing facilities; there is a growing problem of deterioration due to continued over-utilization of the institutions and systems to the point that maintenance staff and repair budgets are no longer able to address the anticipated end of life replacement of equipment or materials but rather can only focus on temporary fixes necessary to keep things operational for the moment. There is little planning being done to address these problems for the long term. The lack of attention to master planning the way in which infrastructure and buildings will be repaired or replaced is a recipe for future problems; some of which may eventually paralyze the operation of an institution or jeopardize the safety of staff and inmates.
Based on industry standards, a recommended occupancy level of 85% has historically been accepted as a desired level of occupancy, or operating capacity, in secure correctional institutions in order to maintain a proper level of observation, security and safety for staff and inmates. The Consultant is very concerned about the current level of occupancy at most Wisconsin correctional institutions and correctional centers, in particular, the maximum security institutions and many correctional centers.

The Department of Corrections should, upon approval of this plan, immediately request planning funds for the major projects that are being recommended to begin in this current biennium in order to make it realistic for the department to seriously address the current and anticipated bed shortfalls in the immediate years ahead.

The individual, site-specific, institution master plans should be developed to study the implementation of the recommendations for major expansion programs at each of the identified institutions. Additionally, all proposed expansions or modifications to existing correctional facilities must ensure that the facility design is supportive of the need to eliminate, reduce or prevent sexual assault within the correctional system in response to the federal Prison Rape Elimination Act of 2003 (PREA).

The Department of Corrections should request that the State Legislature provide funds for up to 1000 contract jail beds for a minimum of six years to enable the department to stabilize that element of its budget and bed capacity. Ideally, the need for these contract beds will diminish in time but for now they must remain an integral part of the department’s counted bed capacity and as such, be recognized as essential in order to manage the projected population increases. Renting jail bed space may not be a sustainable practice or viable 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.

It is also recommended that the State consider the continued use and expansion of the existing alternatives to incarceration and implementation of new programs, as appropriate, to minimize the number of new beds that need to be constructed while providing diversions from or early release of inmates from prison, while insuring the safety and well being of the community.

A continued effort on the part of the Department of Corrections will be needed every two years to assess the actual inmate population growth in relationship to the APL projections; evaluate the progress of the recommended building program in meeting the capacity shortfalls; and review the impact of alternatives to incarceration to determine if program modifications are necessary. It is probable that, to the degree they are successful, the alternative programs and other promising policy and program initiatives of the “criminal justice system” may eventually reduce the future need for additional prison bed capacity. The proposed bed capacity increases being recommended reflect various alternative expansion options that are available depending on future populations, potential loss of any contract bed capacity, future demand for secure institution capacity and the suitability of and potential for existing institution sites to expand based on the analyses performed in conjunction with the development of this Plan.
# DOC Ten-Year Facility System Development Plan

## Proposed Major Project Planning Timeline

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<td>Planning for 116-Cap Cell and 68-Bed Housing Units</td>
<td>Construct New 116-Cap Cell and 68-Bed Housing Unit at ODC</td>
<td>Planning for New 550-Bed Community Residential Housing Unit at ODC</td>
<td>Planning for New 550-Bed Community Residential Housing Unit at ODC</td>
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<td><strong>MALE MAXIMUM</strong></td>
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<td>Planning for Expansion of Existing 250-Cell / 350-Bed Housing Units</td>
<td>Construction of New 116-Cap Cell and 68-Bed Housing Unit at ODC</td>
<td>Planning for New 550-Bed Community Residential Housing Unit at ODC</td>
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<td><strong>MALE MEDIUM</strong></td>
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<td>Planning for 2 New 116-Cap Cell / 200-Bed Housing Units and Core/Support Unit at RCD</td>
<td>Planning for New 116-Cap Cell and 68-Bed Housing Unit at ODC</td>
<td>Planning for New 550-Bed Community Residential Housing Unit at ODC</td>
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### Major Expansions, Remodels, and New Construction (Male Facilities)

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<tr>
<td><strong>Max.</strong>*</td>
<td>(393 Beds)</td>
<td>(278 Beds, 671 total)</td>
<td>(265 Beds, 936 total)</td>
<td>(272 Beds, 1208 total)</td>
<td>(122 Beds, 1330 total)</td>
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<tr>
<td>DCI</td>
<td>(Two 100 cell/200 bed housing units on West side &amp; new admin/support)</td>
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<td></td>
<td>DCI</td>
<td>(Two 250 cell/475 bed housing units at East side of facility, 650 replacement beds and 300 new beds)</td>
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<tr>
<td>CCI</td>
<td>(150-bed SMU and 150-bed replacement housing unit)</td>
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<tr>
<td>GBCI</td>
<td>(250 cell/475 bed GP housing unit and 100 cell/160 bed CR (Community Reintegration) housing unit with 435 bed net gain)</td>
<td>GBCI</td>
<td>(250 cell/475 bed GP housing unit)</td>
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<tr>
<td>DCI</td>
<td>(Two 250 cell/475 bed GP housing units on West side &amp; new admin/support)</td>
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<tr>
<td>CCI</td>
<td>(150-bed SMU and 150-bed replacement housing unit)</td>
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<tr>
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<td>(250 cell/475 bed GP housing unit and 100 cell/160 bed CR (Community Reintegration) housing unit with 435 bed net gain)</td>
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<tr>
<td><strong>Bed gain:</strong> 400 beds, Total 400</td>
<td>Bed gain: 585 beds, 95 Total</td>
<td>Bed gain: 475 beds, 1460 Total</td>
<td>Bed gain: 0 beds, 1460 Total</td>
<td>Bed gain: 300 beds, 1760 Total</td>
<td></td>
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<tr>
<td><strong>Med.</strong>*</td>
<td>(865 Beds)</td>
<td>(611 Beds, 1476 total)</td>
<td>(582 Beds, 2058 total)</td>
<td>(598 Beds, 2656 total)</td>
<td>(269 Beds, 2925 total)</td>
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<tr>
<td>RGCI</td>
<td>(250 cell/475 bed GP housing unit with core expansion)</td>
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<tr>
<td>JCI</td>
<td>(Two 100 cell/200 bed GP housing units with core expansion)</td>
<td>RGCI</td>
<td>(250 cell/475 bed GP housing unit)</td>
<td>FLCI</td>
<td>(Two 250 cell/475 bed GP housing units with core expansion)</td>
</tr>
<tr>
<td>NLCI</td>
<td>Two 250 cell/475 bed expansion and core &amp; support space</td>
<td>OSCI</td>
<td>(Demolition of 150-bed Barracks Building)</td>
<td>LHCI</td>
<td>(Two 250 cell/475 bed conversion of LHS to adult medium institution)</td>
</tr>
<tr>
<td>KMCI</td>
<td>(Three 250 cell/475 bed housing units for 880 new beds and 545 replacement beds)</td>
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<tr>
<td><strong>Bed gain:</strong> 875 beds, 875 Total</td>
<td>Bed gain: 1425 beds, 2300 Total</td>
<td>Bed gain: 730 beds, 3030 Total</td>
<td>Bed gain: 0 beds, 3030 Total</td>
<td>Bed gain: 1900 beds, 4930 Total</td>
<td></td>
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<tr>
<td><strong>Min.</strong>*</td>
<td>(315 Beds)</td>
<td>(223 Beds, 538 total)</td>
<td>(212 Beds, 750 total)</td>
<td>(218 Beds, 968 total)</td>
<td>(98 Beds, 1066 total)</td>
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<tr>
<td>PDCI</td>
<td>(240-bed dormitory renovation)</td>
<td></td>
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</tr>
<tr>
<td>STF</td>
<td>(150-bed work release housing addition)</td>
<td>SBPCC</td>
<td>(150-bed housing building)</td>
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</tr>
<tr>
<td>JMCI</td>
<td>(150-bed work release housing)</td>
<td>FMCI</td>
<td>(300-bed replacement housing building)</td>
<td>OCC</td>
<td>(150-bed housing building)</td>
</tr>
<tr>
<td>OCI</td>
<td>(130 cell/250-bed housing building)</td>
<td>TCC</td>
<td>(150-bed housing building)</td>
<td>SCCC</td>
<td>(36-bed replacement housing wing)</td>
</tr>
<tr>
<td><strong>Bed gain:</strong> 790 beds, 790 Total</td>
<td>Bed gain: 300 beds, 1090 Total</td>
<td>Bed gain: 390 beds, 1480 Total</td>
<td>Bed gain: 400 beds, 1880 Total</td>
<td>Bed gain: 150 beds, 2030 Total</td>
<td></td>
</tr>
</tbody>
</table>

### Guiding Principles:

1. Max out each site location: no partial build out.
2. Defer projects that take beds off-line until sufficient replacement.
3. Master plan each major site.

*Note that bed numbers shown in "gray" represent projected bed need.*
<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Max.*</td>
<td>(47 Beds)</td>
<td>(3 Beds, 50 Total)</td>
<td>(5 Beds, 55 Total)</td>
<td>(5 Beds, 60 Total)</td>
<td>(5 Beds, 65 Total)</td>
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<tr>
<td>REECI (300 bed housing building with core and support facilities)</td>
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<tr>
<td>TCI (200 bed housing building with net of 50 beds. Eliminate 150 bed dorm housing)</td>
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<tr>
<td>Min.*</td>
<td>(93 Beds)</td>
<td>(6 Beds, 99 Total)</td>
<td>(10 Beds, 109 Total)</td>
<td>(9 Beds, 119 Total)</td>
<td>(10 Beds, 129 Total)</td>
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<tr>
<td>TCI (240 bed minimum housing facility)</td>
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</tr>
<tr>
<td>REECC (350 bed replacement minimum housing facility)</td>
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<tr>
<td>Bed gain: 0 Beds, 0 Total</td>
<td>Bed gain: 0 Beds, 0 Total</td>
<td>Bed gain: 0 Beds, 0 Total</td>
<td>Bed gain: 0 Beds, 0 Total</td>
<td>Bed gain: 0 Beds, 0 Total</td>
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<tr>
<td>Bed gain: 240 Beds, 240 Total</td>
<td>Bed gain: 0 Beds, 240 Total</td>
<td>Bed gain: -240 Beds, 0 Total</td>
<td>Bed gain: 150 Beds, 150 Total</td>
<td>Bed gain: 0 Beds, 150 Total</td>
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</tr>
</tbody>
</table>

**Guiding Principles:**

1. Max out each site location: no partial build out.
2. Defer projects that take beds off-line until sufficient replacement.
3. Master plan each major site.

* Note that bed numbers shown in "gray" represent projected bed need.
## TEN YEAR CORRECTIONAL FACILITY SYSTEM DEVELOPMENT PLAN
### Summary of Proposed Bed Capacity Expansion Options**

<table>
<thead>
<tr>
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<tbody>
<tr>
<td><strong>New Beds</strong></td>
<td><strong>Replace Beds</strong></td>
<td><strong>New Beds</strong></td>
<td><strong>Replace Beds</strong></td>
<td><strong>New Beds</strong></td>
<td><strong>Replace Beds</strong></td>
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<tr>
<td><strong>Adult Males - Institutions</strong></td>
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<td>400</td>
<td>150</td>
<td>300</td>
<td>650</td>
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<td>200</td>
<td>475</td>
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<td>Jackson Correctional Institution</td>
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<td>Kettle Moraine Correctional Institution</td>
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<tr>
<td>New Lisbon Correctional Institution</td>
<td>250</td>
<td>250</td>
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<tr>
<td>Oakhill Correctional Institution</td>
<td>-150</td>
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<td>Prairie Du Chien Correctional Institution</td>
<td>240</td>
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<tr>
<td>RCI/Sturtevant Transitional Facility</td>
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<tr>
<td>Racine Youthful Offender Institution</td>
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<td>Red Granite Correctional Institution</td>
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<tr>
<td>Lincoln Hills Facility Conversion</td>
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<td><strong>TOTAL CAPACITY OPTIONS</strong></td>
<td>1915</td>
<td>150</td>
<td>2010</td>
<td>650</td>
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<tr>
<td><strong>Adult Males - Correctional Centers</strong></td>
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<tr>
<td>Oregon Correctional Center</td>
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<td>St. Croix Correctional Center</td>
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<td>Sanger B. Powers Correctional Center</td>
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<td>150</td>
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<td>Thompson Correctional Center</td>
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<tr>
<td><strong>TOTAL CAPACITY OPTIONS</strong></td>
<td>0</td>
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<td>300</td>
<td>150</td>
<td>36</td>
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<tr>
<td><strong>Adult Female System</strong></td>
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<td>Taycheedah Correctional Institution</td>
<td>240</td>
<td>50</td>
<td>150</td>
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<tr>
<td>Robert E. Ellsworth Correctional Center</td>
<td>350</td>
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<td><strong>TOTAL CAPACITY OPTIONS</strong></td>
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<td>350</td>
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<td><strong>Juvenile System</strong></td>
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<tr>
<td>Lincoln Hills School New Juvenile Facility</td>
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<tr>
<td><strong>TOTAL CAPACITY OPTIONS</strong></td>
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<tr>
<td><strong>TOTAL CAPACITY EXPANSION OPTIONS</strong></td>
<td>2505</td>
<td>150</td>
<td>2660</td>
<td>800</td>
<td>1355</td>
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</table>

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.

**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 existing institution sites to expand based on the analyses completed as part of this Plan.
# Proposed Major Projects - Adult Male Correctional Institutions

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<td>CVCTF</td>
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<tr>
<td>Chippewa Valley Correctional Treatment Facility</td>
<td>NO MAJOR PROJECTS RECOMMENDED</td>
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<tr>
<td>CCI</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Columbia Correctional Institution</td>
<td>$7.6</td>
<td></td>
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</tr>
<tr>
<td>Construct a 8,000 gross square foot maintenance building to replace the existing building. Construct a 6000 gross square foot addition and infrastructure upgrades for the relocation of the BSI laundry from OSCI to CCI</td>
<td></td>
<td></td>
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<tr>
<td>Construct a 150 bed maximum security special management housing unit. Demolish the existing barracks and construct a 150 bed medium security housing unit.</td>
<td>$22.3</td>
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<tr>
<td>DCI</td>
<td></td>
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<tr>
<td>Dodge Correctional Institution</td>
<td>$52.5</td>
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<tr>
<td>Construct two 100 cell/200 bed maximum security housing units on the west side along with a Multi-purpose/Recreation Building and a new Administration/Support Building</td>
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<tr>
<td>Construct Transportation Unit Storage &amp; Garage Building</td>
<td>$1.7</td>
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<tr>
<td>Construct two 250 cell/475 bed housing units on the east side of the facility; 650 will be replacement beds &amp; 300 will be additional beds; demolish two existing dormitory buildings</td>
<td>$72.7</td>
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<tr>
<td>FLCI</td>
<td></td>
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<tr>
<td>FMCI</td>
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<tr>
<td>Fox Lake Correctional Institution/Fox Lake Minimum</td>
<td>$120.2</td>
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<tr>
<td>Construct two 250 cell, 475 bed medium security housing units along with support and core services (gatehouse, administrative offices, security offices, power plant warehouse, program facilities, educational services, HSU, inmate property, foodservice, laundry, maintenance, receiving, storage, recreation, segregation housing, athletic fields, guard towers, and perimeter security fence)</td>
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<tr>
<td>Demolish the Service Building and construct an education building for AODA, treatment, classes, and special needs services. Construct an addition to Gatehouse for lobby, administration, and armory. Construct 50 bed addition for segregation housing.</td>
<td>$20.6</td>
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<tr>
<td>Construct a 300 bed minimum security housing addition to the Multi-purpose Building along with core support. Demolish the west Emergency Barracks Building. Renovation of east Emergency Barracks Building for program space.</td>
<td>$9.5</td>
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<tr>
<td>GBCI</td>
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<tr>
<td>Green Bay Correctional Institution</td>
<td>$61.0</td>
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<tr>
<td>Construct a 250 cell/475 bed maximum security housing building; construct a 100 cell/160 bed Community Reintegration housing unit; construct core support services and an addition for the gatehouse and visiting</td>
<td></td>
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<tr>
<td>Construct a 250 cell/475 bed maximum security building; demolish the existing maintenance, HSU, BSI, canteen, shop and 125 bed dormitory; construct new buildings for maintenance, HSU, canteen, laundry, programs, recreation and BSI; remodel the food service and dining areas</td>
<td>$81.4</td>
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<tr>
<td><strong>JCI</strong> Jackson Correctional Institution</td>
<td>Construct two 104 cell, 400 bed medium security housing units including programming space. Construct addition for core space for education, recreation, warehouse, and maintenance. Construct 150 bed minimum security housing building with core and support services.</td>
<td>$43.1</td>
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<tr>
<td><strong>KMCI</strong> Kettle Moraine Correctional Institution</td>
<td>Construct a new outside administration building for office space, staff areas, armory, security control and gatehouse functions</td>
<td>$4.1</td>
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<tr>
<td></td>
<td>Replacement of existing cottages with construction of two new 250 cell/475 bed medium security housing units; construct one wet cell 250 cell/475 bed housing unit; remodel the existing dormitory and convert to program space</td>
<td>$110.9</td>
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<tr>
<td></td>
<td>Expand the segregation building by 25 cells; expand the warehouse and food service buildings</td>
<td>$7.9</td>
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<tr>
<td><strong>MSDF</strong> Milwaukee Secure Detention Facility</td>
<td>New 14,400 gross square foot addition for program &amp; support space and related remodeling work</td>
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<tr>
<td><strong>NLCI</strong> New Lisbon Correctional Institution</td>
<td>Expansion of 950 medium security beds to include two new medium security 250 cells/475 beds housing units, core for 950 also with additional expansion of the multi-purpose building, and expand Central Control, visiting, segregation and general storage facilities</td>
<td>$75.7</td>
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<tr>
<td></td>
<td>Construct a new 15,000 gross square foot vocational education building</td>
<td>$3.5</td>
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<tr>
<td><strong>OCI</strong> Oakhill Correctional Institution</td>
<td>Construct one 130 cell/250 bed minimum security housing unit and a 50 bed Infirmary addition to HSU</td>
<td>$17.5</td>
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<td></td>
<td>Construct one 130 cell/250 bed minimum security housing unit</td>
<td>$11.4</td>
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<tr>
<td></td>
<td>Construct a warehouse building and armory</td>
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<tr>
<td><strong>OSCI</strong> Oshkosh Correctional Institution</td>
<td>Expand the Health Services Unit</td>
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<td></td>
<td>Demolish existing 150 bed dormitory; add new recreation &amp; program space</td>
<td>$3.6</td>
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<td>Construct a 92 Bed Segregation Unit</td>
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<td><strong>PDCCI</strong> Prairie du Chien Correctional Institution</td>
<td>Remodel/Expand North Hall for 240 Bed Work Release Housing</td>
<td>$6.9</td>
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<tr>
<td></td>
<td>Construct a new HSU and intake building; expand/construct a multi-purpose/recreation center; construct a new gatehouse and visiting center, construct a warehouse/stores building with a loading dock; demolish Marquette Hall &amp; the Chapel</td>
<td>$13.0</td>
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<tr>
<td></td>
<td>Construct a new HSU building with program space at the ground level in the northwest corner of the facility</td>
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<tr>
<td></td>
<td>Construct a 150 bed work release housing addition at the Sturtevant Transitional Facility</td>
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<tr>
<td>RYOCEF</td>
<td>Racine Youthful Offender Correctional Facility</td>
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<tr>
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<td>Construct a replacement warehouse to include new administrative space and training space</td>
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<tr>
<td></td>
<td>Construct vocational education and work programs space</td>
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<tr>
<td></td>
<td>Construct a 150 Bed Minimum Security Facility on Adjacent Site</td>
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<tr>
<td>RGCI</td>
<td>Red Granite Correctional Institution</td>
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<tr>
<td></td>
<td>Construct 90,000 GSF, 250 Cell/475 Bed GP Housing Building. Construct 12,000 GSF, 50 Cell addition for Segregation Housing. Construct 30,000 GSF Multi-Purpose Building for added support space. Construct 6,000 GSF expansion of Food Service building; renovation of bakery operation for additional food production. Construct 2,500 GSF expansion of the Warehouse building for cooler/freezer food storage. Renovate 7,000 GSF of Core Building C for expansion of program, education &amp; health services. Construct perimeter fence and roads, walkways, interior service roads, athletic fields and upgraded infrastructure.</td>
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<tr>
<td></td>
<td>Construct 90,000 GSF, 250 Cell/475 Bed GP Housing Building</td>
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<td>SCI</td>
<td>Stanley Correctional Institution</td>
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<tr>
<td></td>
<td>Construct new armory and training building</td>
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<tr>
<td>WCI</td>
<td>Waupun Correctional Institution</td>
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<tr>
<td></td>
<td>Demolish Social Service Building; construct new secure Intake Unit with vehicle sally port, reception cells, mail room &amp; property storage</td>
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<tr>
<td>WSPF</td>
<td>Wisconsin Secure Program Facility</td>
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<td>Convert Unit &quot;D&quot; to a GP housing unit with servery; construct an inmate multi-purpose building</td>
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<tr>
<td>LHS</td>
<td>Lincoln Hills Correctional Facility (Conversion)</td>
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<tr>
<td></td>
<td>Construct two new 250 cell/475 bed housing units, a new 100 cell segregation unit, a new 14,000 square foot indoor recreation facility, and a new food service building. Demolish all existing cottages and replace the existing fence with a new double fence perimeter fence with electronic detection system. Also upgrade all site utilities and add one observation tower on the administration building</td>
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<tr>
<td></td>
<td>Construct a 150 bed minimum security facility with core and support services outside the perimeter of the new male institution</td>
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<td>TOTALS:</td>
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## Proposed Major Projects - Adult Male Correctional Centers

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<tbody>
<tr>
<td><strong>BRCC</strong> Black River Correctional Center</td>
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<td>Construct a multi-purpose building for DACC and WCC</td>
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<td>Expand kitchen, receiving area &amp; dining area</td>
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<td>Renovate the kitchen &amp; dining areas, construct a new Administration Building</td>
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<td>Construct a 150 Bed Housing Unit &amp; Support Space</td>
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<td>Construct a 36 Bed Housing Replacement Unit &amp; Support Space</td>
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<td>Construct a 150 Bed Workhouse Unit; expand the Food Service facilities. Expand or construct 6300 GSF of new multi-purpose room space and offices</td>
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<td><strong>TCC</strong> Thompson Correctional Center</td>
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| TOTALS: | $0.0 | $27.6 | $19.9 | $0.0 | $0.0 |

Recommendations regarding the minimum facilities adjacent to Fox Lake, Jackson & Racine Correctional Institutions can be found in the Adult Male Correctional Institutions Budget Section.
### Proposed Major Projects - Adult Female Institutions

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<td>Water and Sewer Systems Expansion</td>
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<td>Boiler Plant Expansion</td>
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<td>Renovate Simpson Hall Basement (per DOC)</td>
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<td>Construct Addition to Segregation and Monarch Buildings (per DOC)</td>
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<td>Construct visiting entry and outside administration building, a new health services unit &amp; infirmary, expand Prescott Hall dining room &amp; remodel kitchen, expand the gatehouse to provide space for Armory &amp; Staging area and demolish barracks and construct a 100 cell/200 bed, medium security housing unit</td>
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<td>Construct a 160 cell/240 bed minimum security housing unit outside the perimeter</td>
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<td>Construct New Warehouse/Stores Area outside perimeter</td>
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<td>Renovate Harris and Addams Halls</td>
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<td>Addition for program &amp; core/support space</td>
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<td>Construct a 200 cell/350 bed minimum security housing facility to include administration, food service, dining, education, program, recreation, and other support services; a 4800 ESF optical lab, production space and warehouse facility are included</td>
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<td>Construct two 100 cell/150 bed medium security housing units, 30 cell/bed segregation unit, gatehouse, administration building, multi-purpose building, vehicle storage and maintenance building, warehouse, and secure fence</td>
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<td>LHS Lincoln Hills School</td>
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<td>Construct a (replacement) 150 bed secure male juvenile correctional facility</td>
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CCC  Community Confinement and Control
CCI  Columbia Correctional Institution
CCJC  Columbia County Jail Contract
CCSD  Client Classification Staff Deployment
CCJC  Columbia County Jail Contract
CCW  Carrying Concealed Weapon
CD  Chemical Dependency
CDE  Chemical Dependency Evaluation
CDTP  Chemical Dependency Treatment Program
CDM  Chemical Dependency Management
CDE  Chemical Dependency Evaluation
CGIP  Cognitive Intervention Program
CHR  Chronological History Recording
CIB  Crime Information Bureau
CIP  Challenge Incarceration Program
CIPIS  Corrections Integrated Program Information System
CISD  Critical Incident Stress Debriefing
CJ  County Jail
CJ  County Jail
CJT  County Jail Time
CM  Clinical Monitoring
CMC  Client Management Classification
CO  Central Office
CO  Correctional Officer
CPR  Cardio-Pulmonary Resuscitation
CPT  Captain
CR  Conduct Report
CRB  Community Relations Board
CRC  Community Residential Confinement
CRH  Classification Review Hearing - formerly PRC
CRU  Central Records Unit
CS  Clinical Services
CS  Consecutive
CSU  Clinical Services Unit
CTC  Corrections Training Center
CSU  Clinical Services Unit
CTC  Corrections Training Center
CVCTF  Chippewa Valley Correctional Treatment Facility
DA  District Attorney
DACC  Drug Abuse Correctional Center
DAI  Division of Adult Institutions
DAR  Driving After Revocation
DATU  Drug and Alcohol Treatment Unit
DC  Disorderly Conduct
DCC  Division of Community Corrections
DCI  Dodge Correctional Institution
DCTF  Division of Care and Treatment Facilities-Department of Health Services
DD  Developmentally Disabled
DD  Dual Diagnosis
DEA  Drug Enforcement Administration
DEP  Deputy
DEPT  Department
DER  Department of Employment Relations
DHS  Department of Health Services
DIR  Director
DIS  Division of Intensive Sanctions
DIU  Drug Intervention Unit
<table>
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<td>Division of Management Services</td>
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<td>Division of Motor Vehicles - Department of Transportation</td>
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<td>Volunteers in Probation</td>
</tr>
<tr>
<td>VOP</td>
<td>Violation of Probation / Parole</td>
</tr>
<tr>
<td>VTAE</td>
<td>Vocational Technical Adult Education</td>
</tr>
<tr>
<td>VW</td>
<td>Victim/Witness</td>
</tr>
<tr>
<td>WCA</td>
<td>Wisconsin Correctional Association</td>
</tr>
<tr>
<td>WCC</td>
<td>Winnebago Correctional Center</td>
</tr>
<tr>
<td>WCCS</td>
<td>Wisconsin Correctional Center System</td>
</tr>
<tr>
<td>WCI</td>
<td>Waupun Correctional Institution</td>
</tr>
<tr>
<td>WCS</td>
<td>Wisconsin Correctional Services</td>
</tr>
<tr>
<td>WCW</td>
<td>Waupun Central Warehouse</td>
</tr>
<tr>
<td>WEEP</td>
<td>Work Employment Education Program</td>
</tr>
<tr>
<td>WF</td>
<td>Waupun Farm</td>
</tr>
<tr>
<td>WI</td>
<td>Wisconsin</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
</tr>
<tr>
<td>---------</td>
<td>-------------</td>
</tr>
<tr>
<td>WICS</td>
<td>Wisconsin Integrated Corrections System</td>
</tr>
<tr>
<td>WITS</td>
<td>Wisconsin Inmate Trust System</td>
</tr>
<tr>
<td>WMHI</td>
<td>Winnebago Mental Health Institute – Dept. of Health Services</td>
</tr>
<tr>
<td>WR</td>
<td>Work Release</td>
</tr>
<tr>
<td>WRC</td>
<td>Wisconsin Resource Center – Dept. of Health Services</td>
</tr>
<tr>
<td>WRIOT</td>
<td>Wide Range Internet Opinion Test</td>
</tr>
<tr>
<td>WSEU</td>
<td>Wisconsin State Employees Union</td>
</tr>
<tr>
<td>WSPF</td>
<td>Wisconsin Secure Program Facility</td>
</tr>
<tr>
<td>WSPS</td>
<td>Wisconsin State Prison System</td>
</tr>
<tr>
<td>WWCS</td>
<td>Wisconsin Women's Correctional System</td>
</tr>
<tr>
<td>YTD</td>
<td>Year-to-Date</td>
</tr>
</tbody>
</table>
APPENDIX B
University of Wisconsin, Applied Population Laboratory
“Wisconsin Offender Projections Report”
About This Report

This brief report summarizes the Institutionalized Offender Projections Study completed for the State of Wisconsin Department of Corrections—Bureau of Budget and Facilities Management by the Applied Population Laboratory, University of Wisconsin–Madison.¹ ²

The projections in this report predict the number of future offenders for July of each year based on the share of the total population of Wisconsin that offenders comprise. Offender rates are calculated by sex, race/ethnicity, and age (single years of age for males and five-year age groups for females). Considering how rates change over time, these rates are applied to a forecast of the total Wisconsin population (also by age, sex, and race/ethnicity). This methodology is known by demographers as a ratio (or share) method of forecasting. In this method, a subset of the population (in this case, offenders) is expressed as a proportion of the total population (here, the State of Wisconsin).

According to this method, forecast changes in population structure of the entire state serve as the foundation of the offender projections. Because total population changes in a highly predictable manner (through aging, births, deaths, and migration), forecasts of the total population of Wisconsin should be considered to be highly accurate over the next several years. For this reason, this method offers insight into how changes in Wisconsin’s population composition may affect future numbers of offenders in the coming years. Much of the projected growth in offenders is due to a projected overall increase in the number of young adults of racial and ethnic minority status in Wisconsin.

Overall, these projections are based on recent trends in offender rates and certain assumptions about future birth, death, and migration rates of the total Wisconsin population. Most importantly, assumptions about future commitment rates are made. The APL has taken care to make the most reasonable assumptions possible and to explain model assumptions. Nevertheless, because unpredictable policy, demographic, social, and economic changes will likely occur in the future, the projections generated will have a certain degree of error and must be considered with respect to their assumptions. Importantly, these models take differing levels of commitment to population reduction programs into account.

¹ A past report included an analysis of historical population trends in the offender population, an overview of population changes and forecast population changes for the overall population of the state of Wisconsin, and projections of future offender populations by age, sex, and race/ethnicity for both institutionalized and community supervised offenders.

² Base data for this project have been prepared from Wisconsin DOC offender data from the CIPIS, CACU, and OATS databases. Original data from these operational system databases have been manipulated to correct errors; fill in gaps with substitute or estimated data; associate and reconcile data from different sources and systems; calculate actual supervision status not directly available; and construct meaningful data that is not directly available in the source system databases, such as continuous community supervision episodes. The data for 2000-2006 were pulled in one data extraction, while the 2007 data was obtained from a later extraction.
The Model

After analyzing the rates, we examined multiple models that reflect different assumptions about future rates of institutionalization. The Baseline Model was selected as being the most likely to represent future numbers of offenders. The model’s assumptions are presented here.

Baseline Model:
• Assumes that rates will continue in a similar fashion to what they averaged between 2000 and 2007.
• Assumes that recent population reduction programs can be sustained, but pressure to institutionalize inmates remains (e.g., policies similar to TIS continue through the future).
• For males, the projected population for 2008 holds the actual 2007 population constant. For females, the projected population for 2008-2011 holds the actual 2007 population constant. Since the projected trend is increasing, doing this avoids presenting an unlikely dip in near future numbers.

Male Institutionalized Offenders

This section summarizes the analysis conducted for the institutionalized male population. The data are disaggregated to account for differences in sex, race, and age. Males and females are considered separately, as are non-Hispanic Whites, non-Hispanic Blacks, Hispanics, and a remaining “Other” category. The rates shown here reflect the offender population divided by the total Wisconsin population (by age, sex, and race). It should be noted that rates can increase or decrease over time due to two different reasons. The first reason is that the total number of institutionalized offenders increased or decreased while the total population of Wisconsin stayed the same. The second possibility is that the number of institutionalized offenders remained the same, while the total population of Wisconsin increased or decreased.

The chart below is a contour map that depicts the institutionalization rates by age of males between 2000 and 2007. To read it, select a particular age and year, then match the color to the key. For example, in 2000, less than 0.45% of 50 year old males were institutionalized. In 2002, the rate for that age had increased enough to put it in the next category of rates, i.e., between 0.45% and 0.90%. Between 2000 and 2007, rates of institutionalization increased for offenders age 30 and over, while they declined for offenders under age 25.

Contour Map of Rates of Male Institutionalization
<table>
<thead>
<tr>
<th>Year</th>
<th>Male Institutionalized Population</th>
<th>Baseline Model</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>21,795</td>
<td></td>
</tr>
<tr>
<td>2009</td>
<td>21,878</td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>22,211</td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td>22,553</td>
<td></td>
</tr>
<tr>
<td>2012</td>
<td>22,893</td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td>23,224</td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td>23,540</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>23,841</td>
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<td>2016</td>
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<td></td>
</tr>
<tr>
<td>2017</td>
<td>24,403</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>24,657</td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td>24,891</td>
<td></td>
</tr>
<tr>
<td>2020</td>
<td>25,105</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Male Institutionalized Population</th>
<th>Baseline Model</th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Hispanic White</td>
<td></td>
<td>8,586</td>
<td>8,475</td>
<td>8,318</td>
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<tr>
<td>Non-Hispanic Black</td>
<td></td>
<td>10,639</td>
<td>11,695</td>
<td>12,543</td>
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<tr>
<td>Hispanic</td>
<td></td>
<td>1,844</td>
<td>2,145</td>
<td>2,389</td>
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</table>

Projected Male Institutionalized Population

![Projected Male Institutionalized Population Chart]

- **Baseline**
- **Actual**
**Female Institutionalized Offenders**

The female institutionalized offender population’s history is much more erratic than the male history. While the male population increased in every year but 2005, the female population numbers moved up and down through the period 2000 to 2007. Additionally, the small female offender population makes this population more difficult to forecast than male offenders. The female numbers are small enough that even a small change in the number of female offenders can have a substantial impact on rates of institutionalization. To help correct for this, the female population is grouped by five year age groups, rather than single year of age as conducted for males. Still, female population projections may not be as accurate as those for male offenders.

The contour map of the rates of female institutionalization show that there were decreases across all age groups in 2001 and 2005. Rates are generally decreasing at the youngest age groups, and are increasing at the 40 to 59 year age groups.
### Female Institutionalized Population

#### Baseline Model

<table>
<thead>
<tr>
<th>Year</th>
<th>Count</th>
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</thead>
<tbody>
<tr>
<td>2008</td>
<td>1,434</td>
</tr>
<tr>
<td>2009</td>
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</tr>
<tr>
<td>2011</td>
<td>1,434</td>
</tr>
<tr>
<td>2012</td>
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<td>2013</td>
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<td>2014</td>
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<td>2015</td>
<td>1,487</td>
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<td>2016</td>
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<td>2017</td>
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<td>2018</td>
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<tr>
<td>2019</td>
<td>1,555</td>
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<tr>
<td>2020</td>
<td>1,570</td>
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#### Baseline

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Hispanic White</td>
<td>615</td>
<td>605</td>
<td>595</td>
</tr>
<tr>
<td>Non-Hispanic Black</td>
<td>627</td>
<td>681</td>
<td>737</td>
</tr>
<tr>
<td>Hispanic</td>
<td>72</td>
<td>89</td>
<td>104</td>
</tr>
</tbody>
</table>

#### Projected Female Institutionalized Population

- **Baseline**
- **Actual**

**Year**

**Female Institutionalized Population**

**Baseline**

- Non-Hispanic White
- Non-Hispanic Black
- Hispanic

**Projected Female Institutionalized Population**

**Year**

**Female Institutionalized Population**

**Baseline**

- Non-Hispanic White
- Non-Hispanic Black
- Hispanic

**Projected Female Institutionalized Population**

**Year**

**Female Institutionalized Population**

**Baseline**

- Non-Hispanic White
- Non-Hispanic Black
- Hispanic

**Projected Female Institutionalized Population**

**Year**

**Female Institutionalized Population**

**Baseline**

- Non-Hispanic White
- Non-Hispanic Black
- Hispanic

**Projected Female Institutionalized Population**

**Year**

**Female Institutionalized Population**

**Baseline**

- Non-Hispanic White
- Non-Hispanic Black
- Hispanic

**Projected Female Institutionalized Population**

**Year**
Final Comments

There has been much growth in the offender population in recent years. Certain groups are over-represented in the offender population: males, blacks, and young adults. If those groups increase in the total Wisconsin population in the coming years, as expected, then there is a reasonable expectation that there would be commensurate growth in the offender population. Indeed, the defining feature of the future Wisconsin population is an increase in minority populations. Much of the projected growth of institutionalized offenders is due to an expected overall growth in minority populations, and especially the young people within them. This is driving much of the increase in the models presented here. Even if rates of institutionalization decline, growth in the number of offenders can still occur. On the other hand, high rates of institutionalization combined with a growing population increase the number of institutionalized offenders.

Additionally, the DOC might want to consider why the youngest ages have shown a slight, but persistent, decrease in rates of institutionalization. Alternatively, there is a similarly persistent increase in rates at the older ages. This may serve as a clue for potential alternatives and policy changes directed at reducing the offender population.

For more information, contact the Applied Population Laboratory through Jennifer Huck at (608) 890-2077, jhuck@ssc.wisc.edu, or Richelle Winkler at (608) 262-1216, rwinkler@ssc.wisc.edu.
APPENDIX C
Department of Corrections Adult & Juvenile Institutions Location Map