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Department of Administration

Department of Corrections

State of Wisconsin
Correctional System
Development Plan

December 1990



Architecture & Planning
Engineering
Interior & Environmental Design

the Zimmerman Design Group

As applied in this plan, Operating Capacity means the number of inmates an institution can manage effectively. Rather than rely solely on the number of available housing cells, Operating Capacity is determined by such factors as: (i) the mission established for state correctional facilities; (ii) new 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.

A central premise of the Correctional System Development Plan is that the number of inmates should not exceed the Operating 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 new system capacity, inmate populations have exceeded 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.

CAPACITY AND INMATE POPULATIONS: CURRENT & PROJECTED

As of mid-1990, the Operating Capacity was 5,551 inmates. The number of inmates incarcerated in state's facilities at that time was 6,944, or 1,393 (25%) more than Operating Capacity.

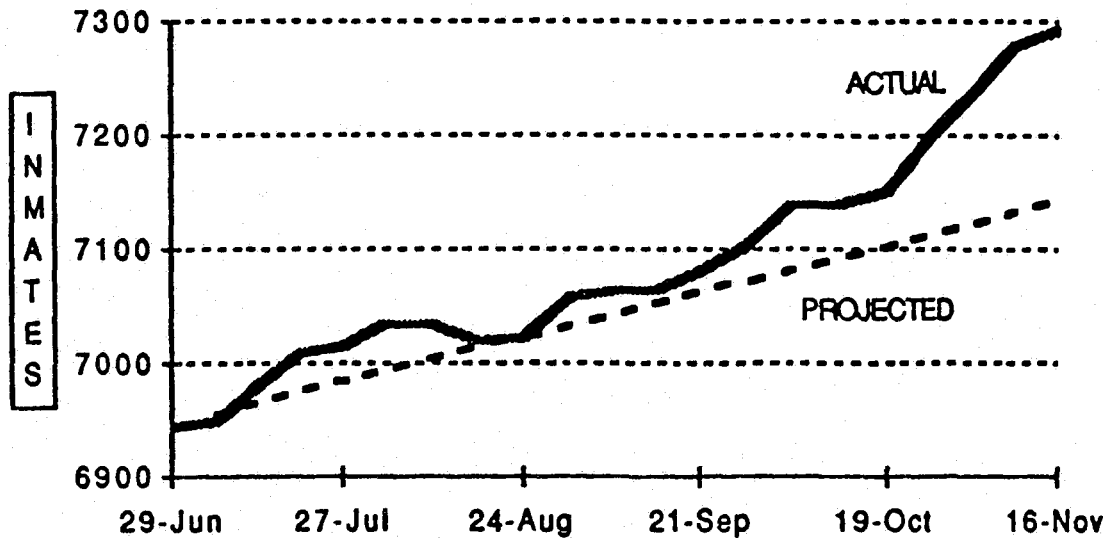
The new Racine Correctional Institution and other currently authorized projects will increase Operating Capacity to 6,466 inmates by 1993. Inmate populations, however, are expected to grow even faster (see below). The projected growth assumes a continuation of crime, arrest, and sentencing patterns which prevailed in the 1980s. As a result, the capacity shortfall will grow unless additional new space is provided. The mid-1990 shortage of 1,393 beds will: grow 41% by 1993; triple by 1997; and grow nearly five-fold by 2001.

DEPARTMENT OF CORRECTIONS' PROJECTED POPULATIONS @ Mid-1990

Mid-1990 (actual)	6,944
Mid-1993	8,437
Mid-1997	10,560
Mid-2001	12,908

Based on most recent Department of Corrections' experience, inmate populations will probably exceed the above projections. The graph on the next page illustrates that during the first 20 weeks of the current projection period, inmate growth was greater than originally anticipated. A continuation of this trend will yield a greater capacity shortage than currently planned for in the Correctional System Development Plan, *the basis of which is the projected population line.*

ACTUAL VS. PROJECTED INMATES, JUNE - NOVEMBER '90



**CORRECTIONAL SYSTEM DEVELOPMENT PLAN
RECOMMENDATIONS -- 1991-1997**

As a direct result of the current and projected shortfall in Operating Capacity, the plan recommends a facilities program to be approved in early 1991 for implementation during 1991-1997. This six-year period reflects the time needed to select sites, design, and build new correctional facilities.

Principal components of the plan include:

- \$80 million to repair and maintain existing facilities. These actions are necessary to prevent a reduction of current capacity, which will occur if existing deficiencies are not remedied.

- \$344 million to increase the Operating Capacity of the correctional system by expansion of existing facilities and construction of new ones. If the state's traditional policy of single cell occupancy for all inmates had been used, the cost of the recommended expansion would have been about \$92 million higher.

These recommendations would yield a system Operating Capacity of 11,083 by 1997. Based on the projected inmate population of 10,560, the correctional system would then be operating at 95% of capacity.

Repair and Maintenance of Existing Facilities.....

The Correctional System Development Plan identifies numerous conditions at existing facilities which need to be corrected. Current overcrowded conditions and overuse of aging physical plants makes repair and maintenance imperative if current Operating Capacity is to be preserved. The eventual result of not attending to current facilities will be a loss of institutional bed space.

The plan identifies specific repair projects at most locations. The majority of recommended spending, however, would occur at Taycheedah, Waupun, Green Bay, Kettle Moraine, and Oakhill. These facilities provide 41% of the existing system's operating capacity. Taycheedah, Waupun, Green Bay, and Oakhill contain the oldest buildings in the system.

New Operating Capacity -- Female Inmates.....

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

- Current operating capacity will *decline* to 250 by 1992 as a result of Federal Court-ordered population limits at Taycheedah Correctional Institution and the expiration of current contracts that provide housing for 67 minimum security females.

- Despite loss of Operating Capacity, the number of females is projected to increase substantially. The resulting shortfall -- 112 beds in 1992, and increasing to 233 by 1997 -- will require additional capacity.

- Current housing at Taycheedah, the primary female facility, is inefficient in terms of security design and results in costly staffing requirements in order to provide adequate supervision of maximum and medium security inmates.

- An imbalance exists in the available minimum security beds and the number of inmates classified as requiring minimum security. The lack of minimum security beds means that these women must be held at Taycheedah until appropriate minimum security space becomes available.

Major Proposals to Address Female Capacity Needs

- Construct 90 units of temporary housing at Taycheedah by 1992.
- Construct 256 units of new, permanent housing at Taycheedah by 1995-96 to replace the temporary housing, to replace the current inefficient units, and to expand capacity.
- Renew current contracts for 67 minimum security beds through 1996.
- Construct a new, 160-bed, minimum security facility by 1996.

- Transfer the Reception and Assessment & Evaluation functions for new female inmates from Taycheedah to a new Centralized Assessment and Evaluation Center (see below).

New Operating Capacity -- Male Inmates.....

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

- In mid-1990, the Operating Capacity shortfall for male inmates was 1,389. Current construction efforts will increase the operating capacity by almost 1000 beds by 1993; however, the male population is growing even faster. The capacity shortfall will increase to 1,835 by 1993 and 3,861 by 1997.

- There is currently a severe shortage of Assessment and Evaluation (A&E) capacity for male inmates at the existing A&E Center (Dodge Correctional Institution). While the A&E capacity at Dodge is 239 inmates, there were 426 inmates in A&E status as of mid-1990 (178% of operating capacity). The A&E population is expected to grow to 250% (600 inmates) of the current A&E Operating Capacity by 2001.

- 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, Waupun and Green Bay Correctional Institutions.

- A modest current shortage of minimum security capacity is projected to increase to a need for almost 1000 additional beds by 1997.

- Aging of the inmate population and other factors means that an increasing number of inmates require medical care, but not long term hospitalization.

- The capacity for mental health and drug/alcohol treatment is expected to grow by 520 inmates by 2001, a 182% increase in current capacity.

Major Proposals to Address Male Capacity Needs

- Create a new security classification -- Medium Long -- for long-term inmates (length-of-stay greater than five years) who do not require the more costly confinement associated with maximum security.

- Increase the Operating Capacity by 4,321 beds (net) by 1997. This would be done first by expanding current facilities wherever feasible and second by construction of new facilities, as follows:

- Expansion of current facilities (933 new beds):
 - Convert Dodge Correctional Institution to a medium (long) security institution --increase capacity from 350 to 500 inmates -- capacity gain of 150.
 - Expand capacity of Fox Lake Correctional Institution (medium) from 691 to 1,051 inmates -- capacity gain of 360.
 - Expand capacity of Kettle Moraine Correctional Institution (medium) from 386 to 512 inmates -- capacity gain of 126.
 - Increase the capacity of selected current minimum security centers from 553 to 850 inmates -- capacity gain of 297.

- Construction of New Facilities (3,170 new beds):

Assessment & Evaluation Center	800 Beds
750 Males & 50 Females	
Medium Security (Long) Institution	1,050 Beds
Medium Security Institution	600 Beds
Medium Security Mental Health Facility	165 Beds
Minimum Security Drug/Alcohol Facilities	355 Beds
Three @ 160 Beds Each Less Current @ 125	
Minimum Security Facilities	200 Beds
Two @ 100 Beds Each	_____
Total New Construction	<u>3,170 Beds</u>

- Additional proposals regarding capacity include (i) renewal of expiring county and federal government agreements for bed capacity (78 inmates) and (ii) expansion of the Community Residential Confinement program from 380 to 570 inmates (gain of 190).

Other Facility Recommendations....

Two other critical components of a correctional system's Operating Capacity that also must be considered:

- (i) The ability to provide adequate medical care; and
- (ii) The ability to segregate disruptive inmates from the general prison population.

The Correctional System Development Plan includes recommendations in these areas.

• **MEDICAL CARE.** The plan proposes construction of a 70-bed Health Services Facility adjacent to the new Centralized Assessment and Evaluation Center. The primary purpose of this facility would be to serve inmates who do not require hospitalization but are too infirm to be housed in a correctional institution. The growing number of inmates with specialized medical conditions, a general aging of the inmate population, and the need to minimize escalating medical costs are all factors that support this recommendation. The location of this facility adjacent to the A&E Center would enable immediate medical screening and treatment of new inmates before they are transferred to the institution to which they have been assigned.

In addition, the plan proposes construction 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.** Generally, segregation housing should approximate 10% of a system's overall Operating Capacity. The actual amount required will vary at each institution. As of mid-1990, segregation capacity in the Wisconsin system was equal to about 5% of Operating Capacity. Without any additions, segregation capacity will decline to 2% of Operating Capacity by 2001. This creates a severe limitation on the Institutions' ability to effectively manage difficult inmates.

The Correctional System Development Plan recommends that existing shortages in segregation housing be addressed at Waupun, Green Bay, Dodge, Fox Lake, Kettle Moraine, Oshkosh, Oakhill, Flambeau, and Taycheedah.

New facilities constructed in response to this plan should ensure that adequate segregation housing is provided.

CORRECTIONAL SYSTEM DEVELOPMENT PLAN....1998-2001

The previous discussion summarizes actions which should be approved in 1991 to address shortfalls in Operating Capacity during 1991-97. This plan, however, also encompasses the period through the year 2001. Current population projections anticipate a need for 2200 more beds during the period 1998-2001, beyond those called for during 1991 - 1997.

The plan does not offer recommendation for actions *in 1991* regarding the potential 1998-2001 Operating Capacity shortfall. Rather, the plan recommends that these longer range needs be assessed during 1992-93. At that point, more timely information and recent experience regarding actual population growth and increased system Operating Capacity, as a result of 1991 actions, will be available.

MASTER PLAN SUMMARY

This Summary reviews the principal findings and recommendations of the Wisconsin Correctional System Development Plan (the Master Plan). It also contains highlights of each chapter in the Master Plan. The reader is encouraged to review the GLOSSARY which follows this Summary for an explanation of terms used throughout this plan.

PRINCIPAL FINDINGS

Principal findings of the Master Plan focus on (i) the Operating Capacity of the system and (ii) the extent to which Capacity Shortfalls exist or are projected during the 1991 - 2001 study period.

A determination of current and projected Operating Capacity was made by evaluating existing facilities as of June 30, 1990 and by identifying known changes in capacity which will occur during the study period. A determination of current and projected capacity shortfalls was made by comparing Operating Capacity with current and projected inmate populations.

Summary Table 1 estimates current and projected Operating Capacity and shortfalls (1990-2001).

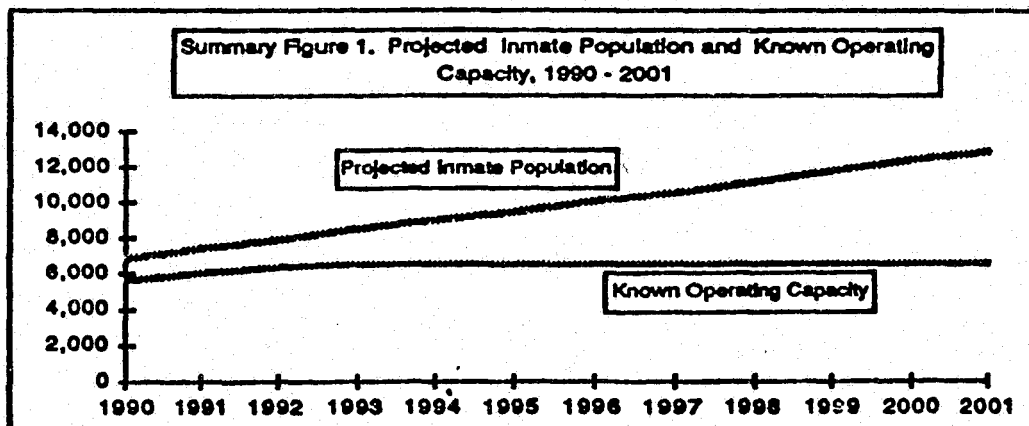
Summary Table 1. Inmate Population & Operating Capacity, 1990 - 2001

	<u>Inmates</u>	<u>Operating Capacity</u>	<u>Capacity Shortfall</u>	<u>Inmates as % of Capacity</u>
1990	6,944	5,551	1,393	125%
1993	8,437	6,466	1,971	130%
1997	10,560	6,466	4,094	163%
2001	12,908	6,466	6,442	200%

Basic findings are:

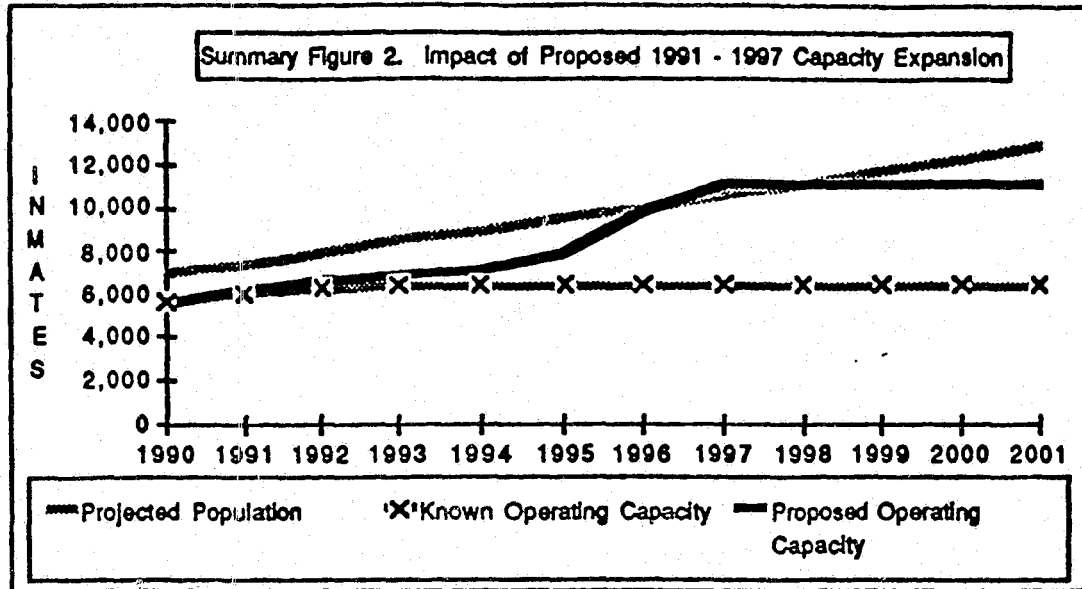
1. The inmate population was 6,944 as of June 30, 1990. It is projected to grow to 12,908 by 2001.
2. Current Operating Capacity is 5,551 inmates. Based on known changes (see CHAPTER III), this will increase to 6,466 by 1993 and will remain at that level unless other actions are taken.
3. The result is a Current Capacity shortfall of 1,393 inmates, projected to grow to 6,442 inmates by 2001.

Summary Figure 1 illustrates these findings.



PRINCIPAL RECOMMENDATIONS

The Master Plan includes recommendations and budgets for addressing the capacity shortfalls. Due to the amount of time needed to select a site, design and build new facilities, the Master Plan encourages approval by early 1991 of actions to address the 1991 - 1997 capacity shortfall -- 1997 is the earliest that an overall program for addressing shortfalls can be realized. See Summary Figure 2.



The components of the proposed 1991 - 1997 phase include:

- An investment of \$80.1 million (1990 \$) for repair and maintenance of existing facilities. This is needed to sustain Current Operating Capacity of 5,551 inmates; the state could face a *loss of Operating Capacity* in the 1990s if repair and maintenance of current facilities is inadequate. About 86% of this cost relates to proposals at five institutions: Waupun; Green Bay; Kettle Moraine; Oakhill; and Taycheedah.
- An investment of \$343.6 million (1990 \$) to expand existing facilities and construct new ones. The effect would be:

Projected 1997 Inmate Population	10,560
Known Operating Capacity in 1997	<u>6,466</u>
Projected Capacity Shortfall in 1997	4,094
Recommended Expansion by 1997	<u>4,617</u>
Projected Capacity Surplus*	523*

*The projected surplus primarily reflects proposals to size certain facilities to avoid upgrades soon after 1997.

Based on inmate population projections (CHAPTER II), additional capacity shortfalls could exceed 2,200 inmates during 1998 - 2001. See Summary Figure 2. This could require new institutions for male inmates and an expansion of existing institutions for females.

The Master Plan recommends that potential capacity needs during 1998 - 2001 be considered in 1992 and 1993, when more current information will be available as to (i) projected populations and (ii) the scope of actions actually approved during 1991. With this information, the state will be able to evaluate potential capacity shortfalls during 1998 - 2001 and still have sufficient time to address them.

THE BASIS FOR FINDINGS AND RECOMMENDATIONS

The Master Plan is organized into six CHAPTERS which provide the basis for the findings and recommendations above. The CHAPTERS are:

- I AN OVERVIEW OF THE WISCONSIN CORRECTIONAL SYSTEM
- I INMATE POPULATION PROJECTIONS & PROFILE
- DETERMINATION OF SYSTEM OPERATING CAPACITY
- IV CAPACITY SHORTFALLS (1990 - 2001)
- V RECOMMENDATIONS
- VI FACILITY EVALUATIONS

A condensed review of each CHAPTER is provided below.

Chapter I -- Overview of the Wisconsin Correctional System

The history of correctional facilities in Wisconsin began shortly after statehood, when the State Prison of Wisconsin was authorized to be built at Waupun. Construction began in 1851 and temporary housing was in operation by 1852.

Between 1852 and 1921, two more institutions were built -- the Wisconsin Reformatory at Green Bay and the Industrial Home for Women at Taycheedah. From then until 1976, significant changes included: (i) expansion of Taycheedah; (ii) expansion of farms and forestry camps; and (iii) construction of major facilities, such as Fox Lake Correctional Institution and Kettle Moraine Correctional Institution (originally a juvenile facility).

Early in the state's history a correctional mission was established for the system. This is reflected in facilities and programs designed to assist offenders in returning to society to lead crime-free lives.

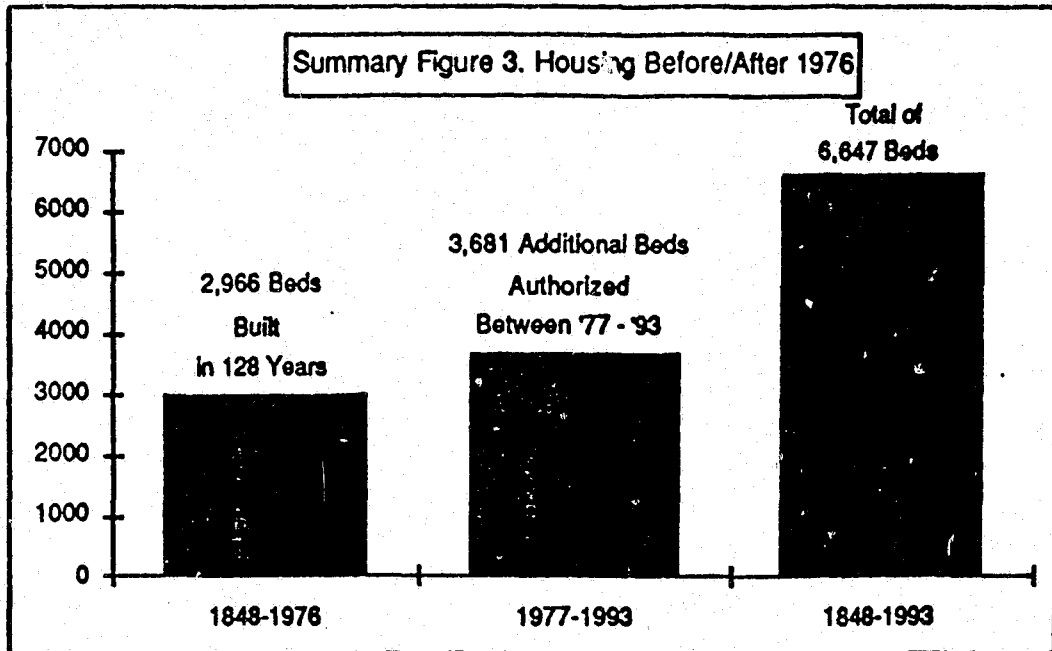
The current mission of the Department of Corrections is:

"...to ensure the safety and protection of the public by the safe, secure and humane treatment of offenders entrusted to the Department's custody and supervision and to strive to assure that all offenders receive the skills necessary to lead crime-free lives."

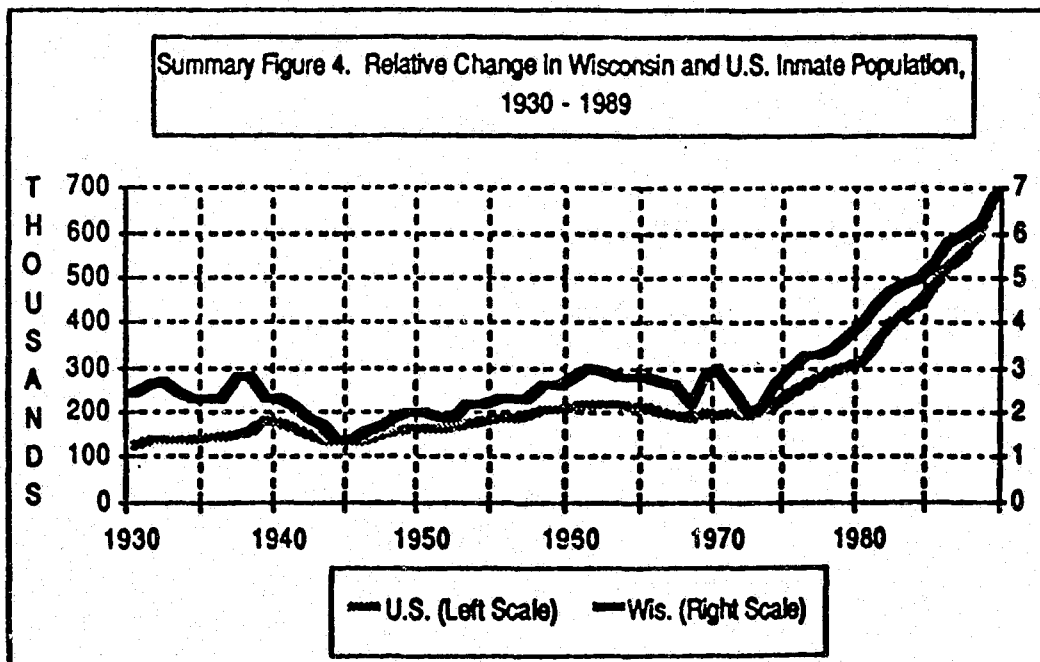
In 1976 the state commissioned consultants to prepare a comprehensive correctional facilities master plan. This plan was issued in March 1977. It correctly predicted substantial growth in inmate populations and recommended a significant expansion of system capacity.

In response to the plan, the state approved an unprecedented expansion of the correctional system during the late 1970s and throughout the 1980s. Summary Figure 3 on the following page illustrates the extent of the capacity increase which has been authorized.

In 1976, the bed capacity of the correctional system was 2,966. Authorized increases since 1976 total 3,681 beds, most of which are in operation; the rest will be completed by 1993.

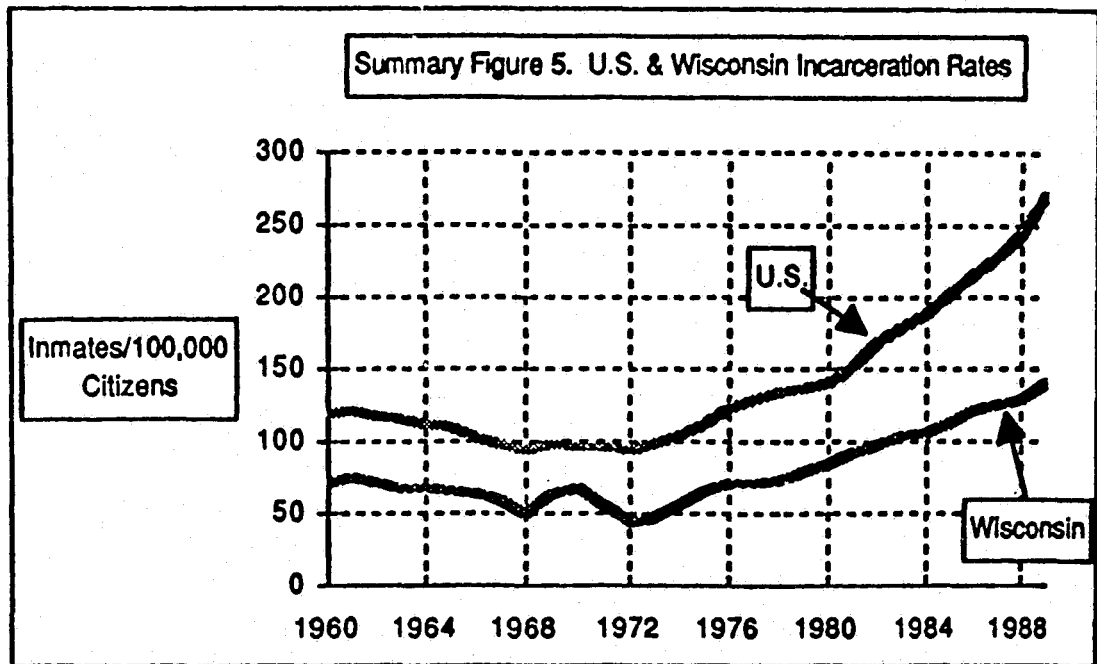


The 1977 - 1993 capacity expansion was approved in response to the 1976 Master Plan and an unprecedented rise in inmate populations which began in the mid-70s. Summary Figure 4 illustrates that the increase in Wisconsin has mirrored a national trend.



Two factors explain the sharp increase in Wisconsin inmate populations. First, a 128% increase in arrests since 1980 has meant a larger pool of potential inmates. Second, there has been a trend to sentence more offenders to prison instead of placing them on probation. Crime levels have not been as significant as these factors in contributing to the population increase. While violent crime rose in the 1980s, it constituted only 5% of total crimes. Further, the overall number of crimes, and the crime rate, declined in the 1980s.

While U.S. and Wisconsin inmate populations have grown, Wisconsin has maintained a much lower rate of imprisonment, measured as inmates per 100,000 citizens. If Wisconsin's imprisonment rate equalled the national average, the state would need about ten additional facilities as large as the 650-bed Racine Correctional Institution now under construction.



Wisconsin's lower incarceration rate is due to lower crime levels: the state's share of national crime is significantly less than its share of national population, particularly with respect to violent crime.

Also contributing to the lower incarceration rate is the state's policy of identifying inmates who are appropriate for release to non-institutional supervision. A variety of programs have been developed to achieve this goal. When fully implemented, they could reduce inmate populations by about 1,000. The population projection in this Master Plan assumes the programs will succeed. If not, institution populations will be higher and capacity shortfalls will be greater than shown in Summary Table 1. Thus, even more new capacity would be required.

While alternatives to institutional incarceration can have an impact on reducing prison populations, their potential needs to be viewed in light of the fact that already more than 80% of convicted offenders are diverted from institutions through probation and parole.

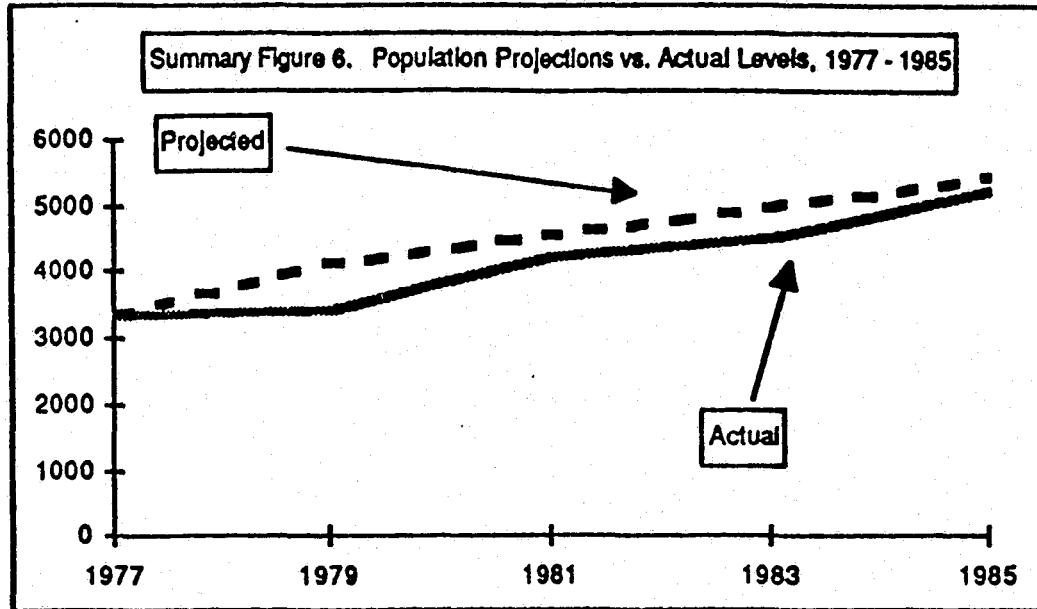
Chapter II -- Inmate Population Projections & Profile

The number of correctional facilities needed, and the programming required, is determined by (i) overall inmate population levels and (ii) the characteristics of the inmate population.

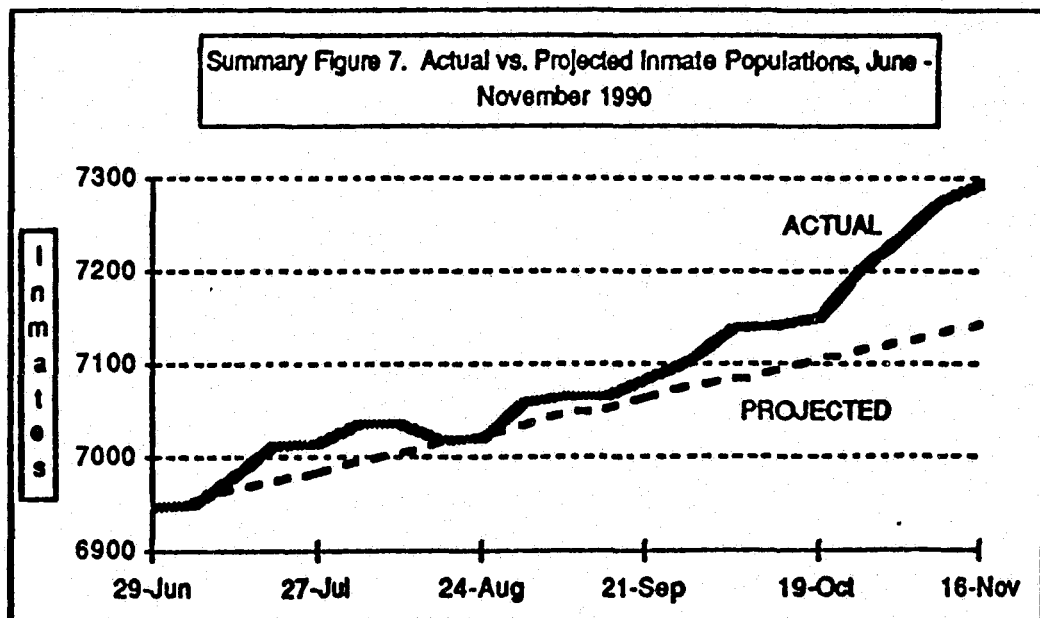
Population Projections. The Department of Corrections projects that the number of inmates will grow about 86% by 2001, essentially continuing the trend which began in the mid-1970s. See Summary Table 1 and Summary Figure 1. The method used by the Department assumes continuation of arrest and sentencing policies evident in the last several years. If these policies and practices change, the result could be either lower or higher than expected populations.

Separately, the National Council on Crime and Delinquency projects a 68% increase by 1994 in inmate populations in 12 large states (excluding Wisconsin) which it studies. This growth is more than twice as fast as the Department of Corrections projects for Wisconsin.

While the factors affecting inmate population levels are numerous and complex, experience indicates projections can be quite accurate. For example, the master plan issued in 1977 projected inmate populations would rise more than 2,000 by 1985, a substantial change from historic trends. Summary Figure 6 below compares this projection with actual populations. The projected 1985 population varied only 3.6% from actual inmate levels.



The population projections used in this Master Plan were prepared by the Department of Corrections for the 10-year period beginning in mid-1990. Summary Figure 7 compares this projection with actual inmate populations during the first twenty weeks of the projection period. During this period, populations grew 5.1%, compared to a projection of 2.8%. If this trend continues, capacity shortfalls will significantly exceed those identified in this Master Plan.



Inmate characteristics. The characteristics of the inmate population changed during the 1980s. Some changes will influence the future programming the Department develops to fulfill its correctional mission. Changing characteristics include:

- An aging of the male and female populations. Almost 60% of females are more than 30 years old, compared to 44% in 1980. Half the male population is more than 30 years old, compared to 36% in 1980. Among other things, this will affect the need for medical services.
- The percentage of females testing below 4th grade education levels has more than doubled. The per cent of males in this category has increased, although not as much.
- Almost two-thirds of male and female inmates are estimated to have serious drug or alcohol abuse histories. Among males, there has been a substantial increase in inmates sentenced for drug-related offenses.
- The percent of female inmates with developmental or emotional disabilities has risen to nearly 15% from less than 5%.
- The number of male inmates sentenced for sex offenses has risen more than 50%.

Chapter III -- Determination of Operating Capacity

The concept of Operating Capacity used in this Master Plan determines the number of inmates the correctional system can program and house effectively.

Current Operating Capacity was determined through an institution-by-institution analysis. The analysis took into account: the mission of the Wisconsin system; the state's guidelines for housing space; equipment and space requirements for non-housing functions; various regulatory standards; and the consultants' experience as to contemporary prison design and operation.

The two major components of Operating Capacity are Housing Capacity and Core Capacity.

Housing Capacity was determined by applying Wisconsin's space occupancy guidelines to available housing space (cells, dormitories, sleeping rooms). New Wisconsin guidelines, issued in connection with this Master Plan, include: (i) single cell occupancy at Maximum Security facilities, with a 2% vacancy to assure availability of single cells for new inmates; (ii) up to 20% double occupancy of cells in *existing* Medium and Minimum Security facilities; and (iii) up to 50% double occupancy of cells in *new* Medium and Minimum Security facilities.

Core Capacity was determined by comparing space for non-housing functions with model guidelines, taking into account contemporary prison design and the state's mission for the system. Core functions include food service, medical care, visiting, recreation, inmate programming, and administration.

In this Master Plan, Operating Capacity is defined as the lesser of an Institution's Housing Capacity and Core Capacity. For example, an institution with Housing Capacity of 500 might have Core Capacity for only 350. Its Operating Capacity is 350, not 500, to reflect the fact that space and equipment for Core functions will not support 500 inmates on a sustained basis. In this example, approval of additional Core Capacity would enable the institution to operate at its full potential of 500.

The consultants determined the Core Capacity of Wisconsin's current facilities to be 5,551 inmates and the Housing Capacity to be 5,960 inmates. Current Operating Capacity was thus determined to be 5,551, the lesser of Core and Housing capacities. One of the Master Plan's recommendations is that Core be expanded at most facilities so that these facilities can support available Housing Capacity.

Summary Table 2 compares Current Operating Capacity with the system's Single Cell Capacity, a conventional measure which focuses only on the availability of cells.

Summary Table 2.
Current Operating Capacity v. Single Cell Capacity
Wisconsin Correctional System, June 30, 1990

	Current Operating Capacity	Single Cell Capacity	Difference
Male Inmates	5,237	5,169	68
Female Inmates	314	269	45
Total	5,551	5,438	113

Housing Capacity of 5,960, as determined for this Master Plan, exceeds Single Cell Capacity. This is because new housing guidelines issued by the state for this Master Plan allow partial double occupancy of Medium and Minimum security cells. The guidelines represent a new policy of the Department of Corrections. The previous policy specified single cell occupancy at Maximum, Medium, and Minimum Security facilities, although growing inmate populations have made multiple occupancy of cells common at many Wisconsin facilities for several years.

The goals of the new policy are: (I) to maximize use of existing facilities; and (II) to limit the cost of new institutions. Regarding cost, the proposed capacity expansion in the Master Plan would be budgeted at \$92 million more -- 27% -- if all new cells were for single occupancy. To implement the new policy, it is essential that facilities have adequate Core Capacity to sustain operation of multiple occupancy of cells.

The Current Operating Capacity of 5,551 inmates will change during 1991 - 1993, due to authorized expansion and expiration of certain lease agreements. The net effect on system capacity is shown in Summary Table 3.

Summary Table 3
Known & Authorized Changes in Current Operating Capacity
Wisconsin Correctional System (1991 - 1993)

	Male Inmates	Female Inmates	Total
Current Operating Capacity	5,237	314	5,551
Known & Authorized Changes (net)	979	-64	915
TOTAL	6,216	250	6,466

The 64-bed decline in female capacity reflects (i) a 1992 reduction in court-allowed population at Taycheedah Correctional Institution and (ii) expiration of agreements for housing minimum security inmates in non-state facilities.

Chapter IV - Capacity Shortfalls

The Master Plan identifies capacity shortfalls primarily by comparing overall population with Operating Capacity. Thus, Summary Table 1 identifies a current shortfall of 1,393 inmates. This is projected to grow throughout the 1990s.

The Master Plan also identifies specific categories of current and projected shortfalls. Examples include: a lack of capacity for the Assessment & Evaluation function; insufficient health care and segregation housing; and the physical condition of existing facilities. These and other selected categories are reviewed below.

•**The Physical Condition of Facilities.** The determination of Operating Capacity assumes available space is generally in good physical condition and that deficiencies will be corrected. For this reason, an evaluation of the physical condition of correctional facilities was conducted. Principal findings include:

GENERAL CONDITION. Operating during the greatest population growth in the system's history, maintenance of Wisconsin's correctional institutions is generally good. The physical condition of the exposed portions of most facilities, including infrastructure, is satisfactory. (Extensive evaluations of site utilities and infrastructure were not within the scope of the Master Plan.)

REPAIR AND MAINTENANCE. The majority of buildings are decades old. To avoid the need to *replace* them, or repair them as a major project, a scheduled, funded, program of repair and preventive maintenance is essential. The consultants recommend increased staff in various building trades, both to monitor the conditions and to assist in carrying out needed repairs.

ENVIRONMENTAL, HEALTH & SAFETY ISSUES - PRESENT DAY STANDARDS. With respect to fire safety, exiting, and security, the consultants identified conditions which appeared at variance with present day standards, as contained in rules of the Department of Industry, Labor & Human Relations. The majority of identified conditions were in buildings constructed prior to the adoption of standards which would apply to construction today. Notwithstanding, to sustain the Operating Capacity of current facilities, the Master Plan recommends a review of all identified conditions, using security and life-safety standards of the American Corrections Association and the NFPA 101 Life Safety Code as guidelines.

•**Assessment & Evaluation (A&E) Capacity.** Male inmates sentenced to the Wisconsin system initially take part in an assessment and evaluation process at the Dodge Reception Center. The A&E process for female inmates is at Taycheedah.

The A&E process lasts about six weeks. The goal is to set an appropriate risk rating for inmates and to identify the institution and program which will be most suitable to their needs. In the context of the Wisconsin correctional mission, effective operation of the A&E process is important.

Lack of capacity, and the use of space originally designed for other purposes, particularly limits the effectiveness of the A&E process for male inmates processed at Dodge.

The Operating Capacity at Dodge is 350 inmates, comprised of 239 inmates in the A&E process and 111 medium security inmates assigned to support institution jobs. However, on June 30, 1990, there were 551 inmates at Dodge, including 426 in A&E, or 178% of A&E capacity. Based on projected growth in admissions, male A&E populations will increase to 600 by 2001, or 250% of capacity.

•**Health Services.** Health care beds are not included in Housing Capacity estimates, because they are for temporary use by inmates who are expected to return to general housing. As such, the capability to provide health care is a component of Core Capacity.

Department of Corrections' concerns indicate capacity shortfalls in two aspects of health care.

1. The corrections system does not have a Health Services Facility (HSF) for inmates who do not need to be hospitalized but who are not medically ready to live in a correctional institution. The Department has identified a need for such a facility, in response to: growing inmate populations with special medical needs; a general aging of the population; and a desire to avoid the higher per diem costs of full hospital care.

2. The availability of institution-based Health Services Units (HSU) varies. The Department has identified a need to provide HSUs with 3-5 daycare observation beds at all major institutions. Currently, some major institutions have no such beds. The Department also has identified a need for regional HSUs to serve the northern and southern correctional centers, which are not individually large enough to justify site-based clinics.

-Segregation Housing. Segregation housing is required at all major institutions, and in connection with several correctional centers. This single cell, maximum security housing is for inmates whose behavior temporarily prevents them from being in the general population. As with health care beds, segregation housing is a component of Core Capacity, not Housing Capacity.

The Department's guideline is that an amount equal to 10% of systemwide Operating Capacity is needed for adequate segregation capacity, with the actual amount at a specific institution to be need-based. Segregation beds totalled 5.3% of system Operating Capacity and 4.3% of actual inmate populations as of June 30, 1990. If segregation capacity is unchanged, given projected population growth, segregation capacity would decline to 2.2% of system population by 2001. This would represent a segregation capacity shortfall of about 1,000 beds.

-Special Populations. A growing number of inmates have special behavioral treatment needs in such areas as: mental health; alcohol and drug treatment; and physical and emotional disability. These are in addition to such traditional program needs as education and vocational training.

For example, the Wisconsin Resource Center (WRC) is a medium security facility for male inmates with serious mental health needs. The capacity of the Center is 160. Male inmates defined as having serious mental health needs are projected to grow from 210 in 1991 to 325 by the year 2000, or about 3% of the male inmate population.

Among female inmates, those with serious mental health needs are projected to grow from 30 in 1991 to 50 by the year 2000, or about 9% of the female inmate population. Most would be housed at Taycheedah, yet the population capacity there will be reduced under the court order.

Treatment programs for male inmates with drug abuse histories include the 125-bed minimum security Drug Abuse Correctional Center (DACC). The number of male inmates with serious drug treatment needs at all security levels is projected to grow from about 2,000 in 1990 to 3,000 by the year 2000. The Department estimates a current need, at the minimum security level, for about 450 beds with programming such as offered at DACC.

A greater percentage of female inmates have drug and alcohol treatment needs than in the male system, according to the Department's assessment data. With Taycheedah's court imposed population limits, and a projected reduction in minimum security female capacity, the Department faces a shortfall in its ability to address this special population.

The projections above as to the number and percentage of inmates with special behavioral treatment needs are based on a continuation during the 1990s of current conditions, as assessed by the Department of Corrections. For example, about 9% of current female inmates have serious mental health needs. Actual assessments could result in differing, and perhaps higher, estimates of special need populations.

Chapter V -- Recommendations

The previous chapter summaries have identified:

- Projected inmate populations and characteristics.
- Current Operating Capacity, and capacity changes which will occur by 1993.
- Current and projected capacity shortfalls.

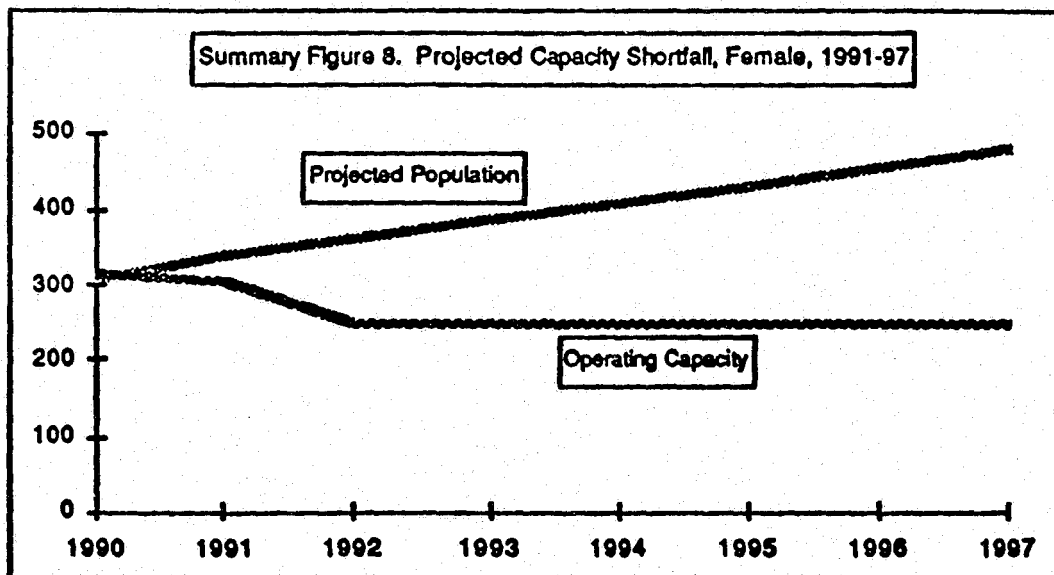
The focus of the Master Plan recommendations is on actions to address identified capacity shortfalls. The Master Plan specifically emphasizes the need for approval in early 1991 of actions to address the 1991 - 1997 capacity shortfall.

Recommendations for 1991 - 1997 are reviewed below, by the following categories: new female capacity (V.1); new male capacity (V.2); new health care and segregation capacity (V.3); actions to sustain current capacity (V.4); and budget estimates (V.5).

Following the 1991 - 1997 budgets, a description of potential capacity shortfalls in 1998 - 2001 is provided (V.6), based on current population projections. Actions needed to address these shortfalls are listed, with budget estimates. Potential shortfalls beyond 1997 should be considered in 1992 or 1993, when more recent experience and current information will be available.

V. 1. NEW FEMALE CAPACITY RECOMMENDATIONS, 1991 - 1997.

Overall, female capacity is in balance with demand as of mid-1990. However, capacity shortfalls of 35 are projected in 1991, growing to 233 inmates by 1997.



The projected 1997 shortfall consists of: (i) 101 inmates at Taycheedah, reflecting the 180-inmate population limit which will take effect in 1992; and (ii) 132 inmates at minimum security, due in part to the expiration of private space agreements and the expiration of a contract with Dane County. To address the shortfall, interim and longterm actions are needed.

Interim Actions -- Minimum Security. The Department should renew expiring contracts with Dane County and private property owners through 1996. This would provide capacity for 67 minimum security inmates and forestall a serious shortfall while longterm actions can be implemented.

Interim Actions -- Medium/Maximum Security. The Department should seek approval to install 90 beds of temporary, factory-built housing at Taycheedah Correctional Institution. Half of these should be installed by 1992 and the other half by 1993. Based on the approval in 1991 of a building program to address housing needs at Taycheedah, the Department should consider approaching the court of jurisdiction in the consent decree to discuss a possible emergency extension of the current population limit.

Longterm Actions -- Minimum Security. The Department estimates that 45% of the female population requires only minimum security custody. However, only 22% of the state-owned female housing is minimum security. The shorterterm answer to this imbalance is renewal of agreements for private and County space. To provide a response beyond the shorterterm, the consultants recommend a 160-bed, minimum security female facility. Programming would include institution-based, structured treatment. Ideally, the facility would have an urban location, allowing its program to also include community-based options. The design also could provide beds for pre-release into the female component of Community Residential Confinement (CRC).

In conjunction with the state-owned Atherton Correctional Center, development of this 160-bed facility would satisfy the projected minimum security needs of the state until the year 2001. It would allow the state to end its reliance on leased and contract space by 1996, except where such arrangements suited the program needs of female inmates.

It also is recommended that the Community Residential Confinement (CRC) program be authorized to accept an additional ten inmates. This proposal, along with the recommendation to expand CRC for male inmates, is based on a Department of Corrections' assessment given to the consultants that the currently authorized program is working and that inmates suitable for the program will be available to enable its expansion.

Longterm Actions -- Medium/Maximum Security and Assessment & Evaluation. The consultants do not recommend longterm use of existing housing units at Taycheedah. Such factors as safety, security, and excessive operating costs all contribute to the proposal in this Master Plan to replace the housing with new units at Taycheedah, reflecting a contemporary, staff-efficient design.

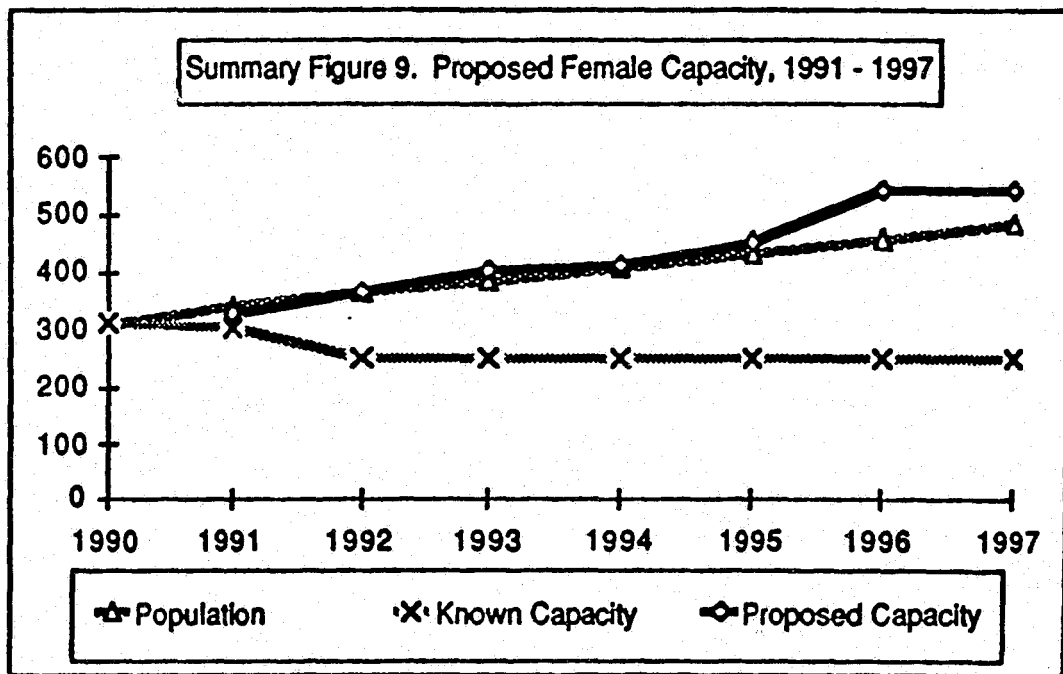
The specific proposal is for new housing with capacity for 256 inmates by 1996. This housing would be based on a 64-cell model developed by the consultants, with 3 such units recommended. Two of the three units would be medium security and could be double occupied up to 50%, per new state guidelines; these 64-cell units would thus include 32 cells for single occupancy and up to 32 for double occupancy. A third unit of 64 beds, designed for single cell occupancy, would be for maximum security inmates and special populations, such as inmates with mental health needs or other disabilities requiring special housing.

Upon completion of these units, the 90 proposed interim beds would be removed. The buildings which provide current housing should be considered for new program uses.

A further recommendation regarding female capacity relates to the Assessment & Evaluation process, now carried out at Taycheedah.

The Master Plan recommends construction of a new A&E Center, because of the severe existing shortage of adequate A&E space for male inmates (C. 2. below). The Center would be built in conjunction with a new, systemwide Health Services Facility, which would enable improved medical screening of inmates at reception. To take advantage of operational economies, and to extend comparable A&E and medical programming to female inmates, it is recommended that 50 beds in the new A&E center be designated for female inmates and that this function be eliminated at Taycheedah.

The net effect of the proposed actions is to add capacity for 296 female inmates. Summary Figure 9 illustrates that these proposals, by 1992, prevent any further capacity shortfall.



The new facilities result in a projected capacity surplus of 63 beds by 1997. This is primarily because of the model used for the proposed minimum security institution (160 beds). Also, the proposed female A&E capacity (50 beds) somewhat exceeds 1991 - 1997 needs. The consultants believe reducing the size of these components might result in the need for costly additions soon after 1997.

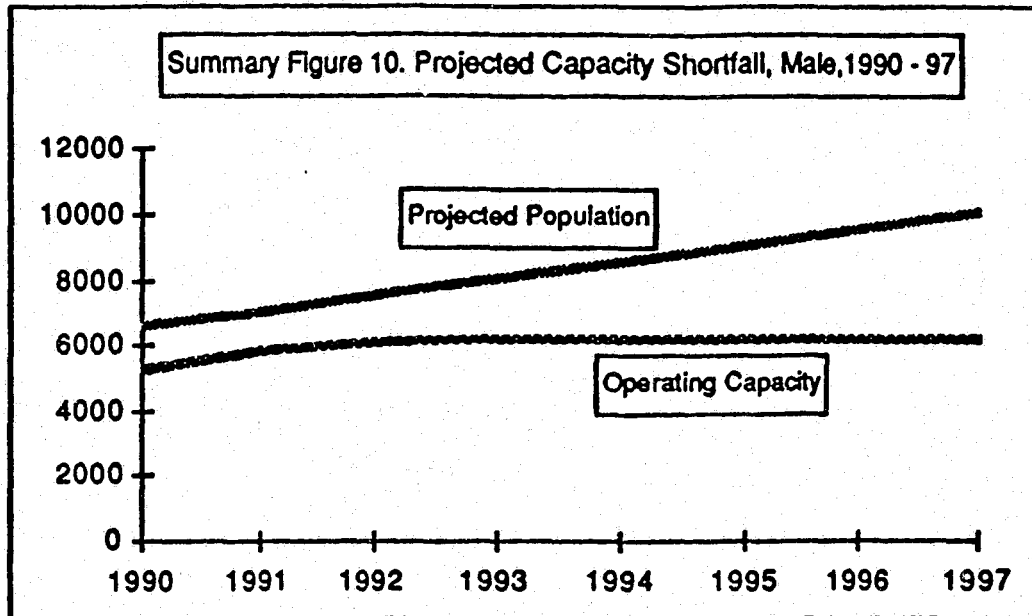
Summary Table 4 itemizes the female capacity proposals, based on the year in which added capacity is projected to be available. The table assumes approval in early 1991 and implementation during a five-year period, compared to a six-year program for the more extensive male capacity proposals.

Summary Table 4.
Female Capacity Recommendations, Interim & Longterm, Year-by-Year, 1991 - 1996

	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>
Interim Actions:						
•Renew Dane County and ARC House Through 1996	25					-25
•Renew Women's Center Lease Through 1996		42				-42
•Install Temporary Beds at Taycheedah		45	45			
Longterm Actions:						
•Expand CRC				10		
•Remove Temporary Beds @ TCI					-90	
•New Housing @ TCI					128	128
•Less Current Housing @ TCI						-180
•New A&E Center						50
•New 160-bed Minimum Facility						160
Total Added Capacity (296)	<u>25</u>	<u>87</u>	<u>45</u>	<u>10</u>	<u>38</u>	<u>91</u>

V. 2 NEW MALE CAPACITY RECOMMENDATIONS, 1991 - 1997.

The current male capacity shortfall of 1,389 inmates is projected to grow to 3,861 inmates by 1997.



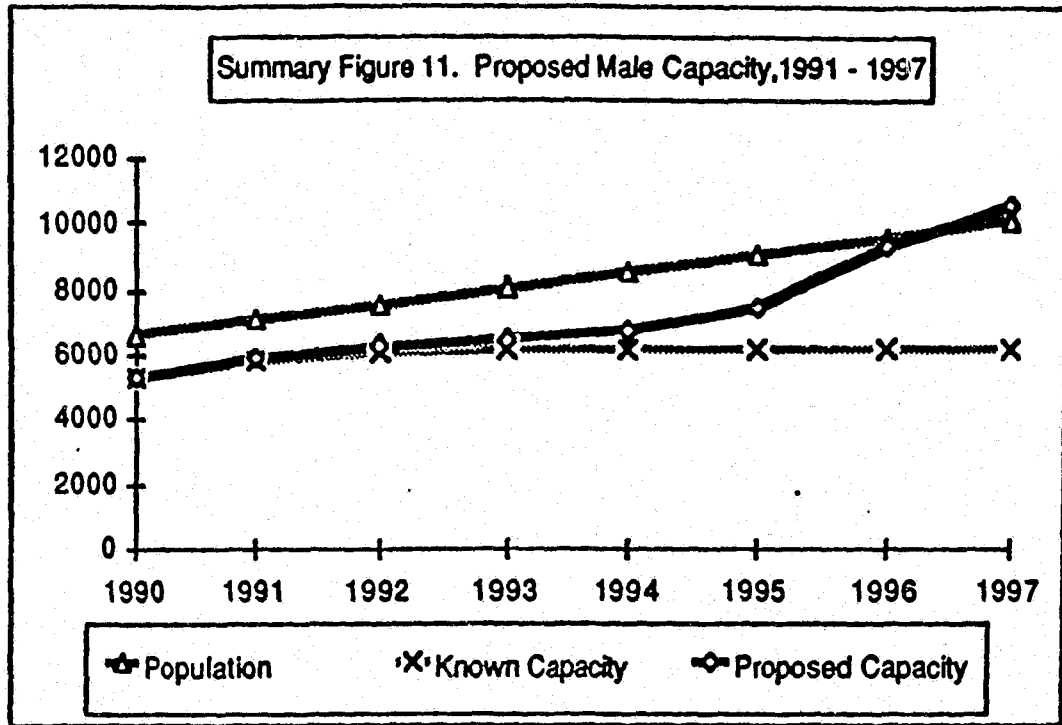
The projected 1997 shortfall includes: (i) a lack of capacity for more than 300 inmates in the A&E Center at Dodge; (ii) a shortfall of more than 2,800 medium security beds; and (iii) a shortfall of 940 minimum security beds.

To address the projected shortfall, the Master Plan proposes adding net Operating Capacity for 4,321 inmates by 1997. The components of the recommendations are categorized in Summary Table 5 with respect to new construction, expansion of current facilities, and new capacity proposed at various security levels.

**Summary Table 5.
Proposed Net Expansion of Operating Capacity, Male Inmates, 1991 - 1997**

	<u>Maximum Security (A&E)</u>	<u>Medium Security</u>	<u>Minimum Security</u>	<u>Total</u>	<u>% of Added Capacity</u>
•New Facilities	600	1,965	745	3,310	77%
•Expand/Convert Current Facilities	-239	875	297	933	21%
•Renewal of Contract Capacity	-	-	78	78	2%
TOTALS	361	2,840	1,120	4,321	100%

Summary Figure 11 illustrates the time required to implement these recommendations.



The net effect of the proposed male capacity expansion reflects additional capacity of 4,321 beds by 1997.

The increased capacity would involve: (i) the expansion of 11 existing facilities; (ii) the conversion of two current facilities to different correctional uses; and (iii) the construction of nine new facilities. A portion of the expansion at existing facilities is in the form of increased Core Capacity to support already available Housing Capacity. Summary Table 6 on the following page provides further detail as to the new facilities and expansion of current capacity which is proposed.

Summary Table 6. Components of Proposed Expansion of Male Operating Capacity, 1991 - 1997

	<u>Maximum</u>	<u>Medium (L)</u>	<u>Medium (R)</u>	<u>Minimum</u>	<u>Total</u>
1. Expand Current Capacity					
•Convert Dodge:					
New Capacity		500			500
Less Current Capacity	-239		-111		-350
•Expand Fox Lake			360		360
•Expand Kettle Moraine			126		126
•Expand Centers				297	297
Subtotal (Expand Current)	-239	500	375	297	933
2. Renew Contract Capacity					
				78	78
3. Build New Capacity					
•New A&E Center (1):					
Reception Beds	600				600
Permanent Party Beds			150		150
•New Institution (1)		1050			1050
•New Institution (1)			600		600
•Wisconsin Resource Center					
New Center (1)			165		165
•Drug Abuse					
Correctional Centers:					
New Centers (3 @160)				480	480
Less Current Capacity				-125	-125
Net Change				355	355
•New Milwaukee Area					
Correctional Centers (2)				200	200
•Expand Community					
Residential Confinement				190	190
Subtotal (New Capacity)	600	1050	915	745	3310
TOTAL NET CHANGE	361	1550	1290	1120	4321

Summary Table 7 describes the male capacity proposals, based on the year in which added capacity is projected to be available, assuming approval in early 1991.

Summary Table 7
Male Capacity Recommendations, Year-by-Year, 1991 -1997

	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>
•Renew St. John's Lease Through 1995	30				-30		
•Renew Contract Space Annually	78						
•Renew Abode Lease Through 1995		30			-30		
•Expand Kettle Moraine			126				
•Community Residential Confinement (CRC):							
-Expand Program				190			
-Convert Sherrer to CRC				<u>-32</u>			
-Net Capacity Change				158			
•Expand Current Centers				100	100	129	
•Expand Fox Lake					360		
•New Minimum Urban Centers					100	100	
•Drug Abuse Centers:							
-New Centers @ 160 each					320	160	
-Less Current						<u>-125</u>	
-Net Capacity Change						35	
•Additional WRC Facility						165	
•New A&E Center						750	
•New Medium Security Institution						600	
•Dodge Correctional Institution:							
-Convert to Medium (L)							500
-Less Current Capacity							<u>-350</u>
-Net Capacity Change							150
•New Medium Security Institution							<u>1050</u>
Total Added Capacity (4,321)	<u>108</u>	<u>30</u>	<u>126</u>	<u>258</u>	<u>820</u>	<u>1779</u>	<u>1200</u>

Siting. The Master Plan consultants were not responsible for identifying sites for new institutions. However, in preparing recommendations, certain assumptions about siting were made, in order to: (i) minimize the need to acquire new property; (ii) identify functions which are best located in the same place; and (iii) expedite the state's ability to implement the proposals in six years. Major assumptions included:

- *Where possible, existing institutions and centers should be expanded to address capacity shortfalls.*
- *The new A&E Center will be on a site already owned by the state; a Health Services Facility (refer to V.3 below) and the recommended additional Wisconsin Resource Center also will be included.*
- *The new 600-bed medium institution will have a 1,000-bed Core and will be located on a state-owned site adjacent to the existing Oshkosh Correctional Institution (OSCI). The purpose is to enable certain Core functions (segregation, medical, and others) to be shared with OSCI, which otherwise does not have sufficient Core Capacity to justify its Operating Capacity of 444, as shown in Table IV.1.*
- *The new Wisconsin Resource Center will be on a site already owned by the state.*

V. 3. NEW HEALTH CARE AND SEGREGATION HOUSING PROPOSALS.

Core Capacity shortfalls in health care and segregation housing were identified based on Department of Correction guidelines. Recommendations to address these shortfalls include:

Health Care. Two categories of recommendations are made:

1) A 70-bed Health Services Facility (HSF) should be built in connection with the new Assessment & Evaluation Center. This facility would provide longterm care for inmates with medical conditions which do not require hospitalization but do not allow them to be in general housing at institutions or centers. The facility would include: 12 acute care beds (9 isolation; 3 psychiatric); 28 chronic care beds; and 30 hospice beds.

The HSF also would provide medical screening and care of inmates in A&E status, prior to their assignment to another institution.

2) New or remodeled clinics should be provided at six institutions and one center. Using level of care criteria provided by the Department of Corrections, the consultants developed three clinic models – Health Service Units (HSU) – for outpatient service at the institution level. Based on a review of current facility space, remodeling projects based on the models are recommended at Waupun, Green Bay, Dodge, Kettle Moraine, Oakhill, Taycheedah, and Flambeau.

Segregation Housing. Two models, a 54-bed unit and a 108-bed unit, were developed to provide appropriate space for segregation housing. Applying Department criteria and the consultants' judgment to an evaluation of existing segregation housing, expansion or construction of new segregation housing is recommended at seven institutions (Waupun, Green Bay, Dodge, Fox Lake, Kettle Moraine, Taycheedah, and Oakhill) and one center (Flambeau).

V. 4. ACTIONS TO SUSTAIN CURRENT OPERATING CAPACITY.

Proposals to expand capacity often dominate the discussion of correctional system master plans. In recognition of that, and in response to the consultants' required scope of services, the Master Plan contains (i) detailed evaluations of current facilities and (ii) proposals to sustain existing capacity.

The consultants emphasize that the proposals to sustain current Operating Capacity are an integral part of this Master Plan. Lack of attention to existing capacity will ultimately result in a loss of current capacity, as facilities are deemed to be inadequate.

To note two examples, the Master Plan recommends (i) reducing the inmate population at Waupun and Green Bay to the Operating Capacity for those institutions and (ii) renovating the cell halls at each facility, some of which are more than 100 years old. While costly, these recommendations can prevent the need for a far costlier investment, that is, the full replacement of the Waupun and Green Bay Correctional Institutions.

The Master Plan also includes summaries of environmental, health, and safety issues (present day standards) identified by the consultants. It was previously noted that many of the buildings were built prior to the effective date of present day standards. That does not diminish the consultants' proposal that the state closely evaluate cited conditions using as a guideline the current Third Edition of Standards for Adult Correctional Institutions of the American Corrections Association (ACA) and the NFPA 101 Life Safety Code.

V. 5. RECOMMENDED BUDGETS, 1991 - 1997

Recommended budgets consist of (i) construction budgets prepared by the consultants and (ii) allowances of 17% - 20%, specified by the state, for fees, land costs, and other non-construction categories. The Master Plan contains a further description of the methods used to develop budgets.

Budgets were prepared for four categories: (i) Projects to Sustain Operating Capacity; (ii) Maintenance to Sustain Operating Capacity; (iii) Projects to Expand Operating Capacity (Existing Institutions); and (iv) Projects to Expand System Operating Capacity (New Institutions)

An overview of these budgets is in Summary Table 8. Actual costs will vary depending on the year of construction.

Summary Table 8.
Budgets, 1990 Dollars (\$millions)
Recommended Projects, Female & Male Facilities, 1991 - 1997

	<u>Projects to Sustain Oper. Cap.</u>	<u>Maintenance to Sustain Oper. Cap.</u>	<u>Projects to Expand (Existing)</u>	<u>Projects to Expand (New)</u>	<u>Total</u>
Female	\$ 5.5	\$ 0.1	\$ 12.7	\$ 8.3	\$ 26.6
Male	72.7	1.7	68.3	254.3	397.0
TOTAL	\$ 78.2	\$ 1.8	\$ 81.0	\$262.6	\$ 423.6

The cost of expanding current facilities and building new ones in Summary Table 8 is \$343.6 million. This would need to increase about \$92 million, or 27%, if a policy of single cell occupancy is set for medium and minimum security facilities.

Summary Table 9 provides a further breakdown of budgets for female capacity recommendations.

Summary Table 9.
Budgets, 1990 Dollars (\$millions)
Recommended Projects, Female Facilities, 1991 - 1997

	<u>Projects to Sustain Oper. Cap.</u>	<u>Maintenance to Sustain Oper. Cap.</u>	<u>Projects to Expand (Existing)</u>	<u>Projects to Expand (New)</u>	<u>Total</u>
1. MAXIMUM & MEDIUM					
TAYCHEEDAH NEW A&E CENTER	\$ 5.5	\$ 0.1	\$ 12.7	(In Table 10)	\$ 18.3
2. MINIMUM					
NEW INSTITUTION				8.3	8.3
TOTALS	\$ 5.5	\$ 0.1	\$ 12.7	\$ 8.3	\$ 26.6

Summary Table 10 provides a further breakdown of budgets for male capacity recommendations.

Summary Table 10.
Budgets, 1990 Dollars (\$millions)
Recommended Projects, Male Facilities, 1991 - 1997

	Projects to Sustain Oper. Cap.	Maintenance to Sustain Oper. Cap.	Projects to Expand (Existing)	Projects to Expand (New)	Total
1. MAXIMUM:					
WAUPUN	\$ 29.2	\$ 0.40			\$ 29.6
GREEN BAY	17.5	0.03			17.5
COLUMBIA	1.3	0.07			1.4
NEW A&E CENTER				\$ 80.8	80.8
NEW HEALTH FACILITY				8.7	8.7
2. MEDIUM:					
FOX LAKE	1.5	.40	31.4		33.3
OSHKOSH	3.1	.01			3.1
KETTLE MORAIN	7.5	.05	(in sustain)		7.5
DODGE	3.3	.06	22.8		26.2
NEW INSTITUTION (WRC)				11.7	11.7
NEW INSTITUTION (Med.)				56.3	56.3
NEW INSTITUTION (ML)				70.7	70.7
3. MINIMUM:					
OAKHILL	9.20	.40			9.6
MARSHALL SHERRER	.06	.02	.02		0.1
BLACK RIVER		.04	.50		.4
DRUG/ABUSE CTRS:				17.4	17.4
FLAMBEAU	.05	.02	3.10		3.2
GORDON		.01	.48		0.5
McNAUGHTON	.04	.04	2.70		2.8
ST. CROIX			1.80		1.8
SANGER POWERS		.06	1.50		1.6
WINNEBAGO		.01	1.25		1.3
OREGON		.01	2.02		2.0
THOMPSON		.04	.75		0.8
NEW INSTITUTIONS				8.7	8.7
TOTAL	\$ 72.7	\$ 1.7	\$ 68.3	\$ 254.3	\$ 397.0

V. 6. POTENTIAL CAPACITY SHORTFALLS, 1998 - 2001

The following additional capacity would be needed in 1998 - 2001, based on inmate population projections and implementation of 1991 - 1997 capacity recommendations.

**Summary Table 11.
Estimated Capacity Needs, Male & Female Facilities, 1998 - 2001**

<u>Year</u>	<u>Male</u>	<u>Classification</u>	<u>Female</u>	<u>Classification</u>
1999	300	Minimum Security	64	Medium/Maximum (at Taycheedah)
2000	1,050	Medium Security	-	
2000	300	Minimum Security	-	
2000	<u>490</u>	Maximum Security	<u>-</u>	
TOTAL	2,140		64	

The estimated budget for these projects is summarized below.

**Summary Table 12.
Budgets, 1990 Dollars (\$millions)
Potential Projects, 1998 - 2001**

	<u>Total</u>
Female:	
•Expand Taycheedah	\$ 5.3
Male:	
•500-Bed Maximum	62.6
•1,050-Bed Medium	70.7
•Two 160-Bed Minimum	<u>12.8</u>
TOTAL	<u>\$ 151.4</u>

Chapter VI -- Facility Evaluations

Through site visits, plan reviews, surveys, and staff interviews, the consultants evaluated the following correctional institutions and centers:

Summary Table 13
Wisconsin Correctional Facilities Evaluated

Correctional Institutions

Correctional Centers

Male Inmates:

Columbia
 Dodge
 Waupun
 Green Bay
 Fox Lake
 Kettle Moraine
 Oshkosh
 Oakhill

Male Inmates:

Black River
 Flambeau
 Gordon
 McNaughton
 St. Croix
 Sanger Powers
 Winnebago
 Oregon
 Thompson
 Marshall Sherrer

Female Inmates:

Taycheedah

The objectives of the evaluations were to:

- Assess the physical condition of existing facilities;
- Identify environmental, health, and safety issues based on present day standards;
- Evaluate housing, program, security, and food service conditions;
- Define the Operating Capacity of each Institution;
- Recommend steps to sustain Operating Capacity ;
- Recommend steps, if needed, to expand Operating Capacity; and
- Develop budget estimates for recommended projects.

In addition to the facilities listed above, the State requested reviews at:

- a) three minimum security centers in Milwaukee leased from private owners (The Abode, St. John's, and the Women's Center);
- b) the minimum security Drug Abuse Correctional Center (DACC), leased from the Department of Health and Social Services; and
- c) the new minimum security center (Atherton) leased from the Department of Health & Social Services.

Evaluations were not made of three new facilities (Racine Correctional Institution; Burke Correctional Center; and Kenosha Correctional Center), or of the Wisconsin Resource Center, owned/operated by the Department of Health & Social Services. Nor were evaluations made of county and federal facilities providing Contract Space for inmate housing.

The following Construction Summary conveys the recommended sequence for completion of projects to Expand and Sustain Operating Capacity. New Construction is included as well. The construction and maintenance figures are stated in 1990 dollars and do not include fees or life safety costs.