

ADULT AND JUVENILE CORRECTIONS PROGRAMS

State of Wisconsin

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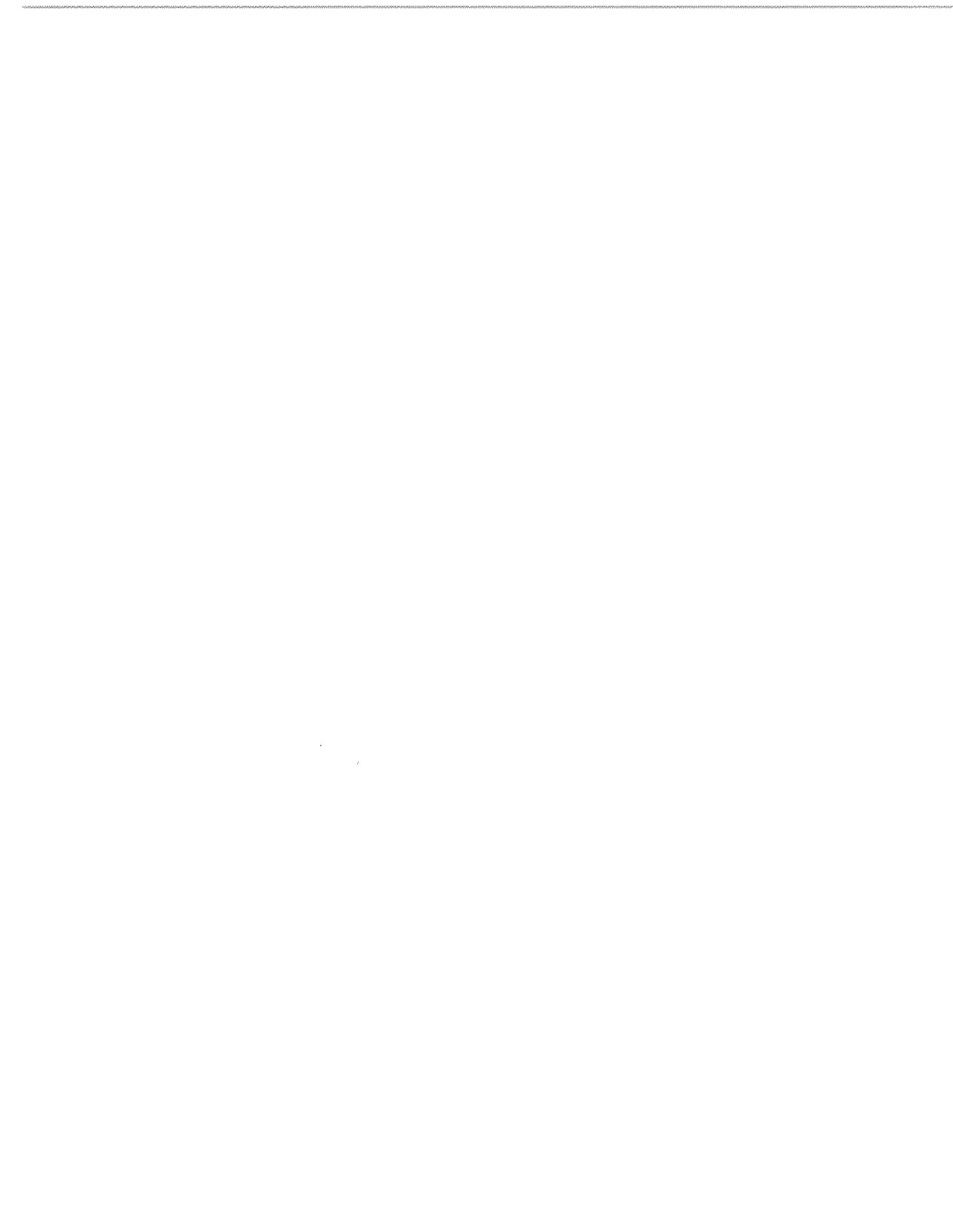


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## ADULT AND JUVENILE CORRECTIONS PROGRAMS

### INTRODUCTION

In Wisconsin, the care and treatment of adult and juvenile offenders placed under state supervision by the courts is provided by the Division of Corrections (DOC) in the Department of Health and Social Services (H&SS). In fiscal year 1985-86, the DOC was responsible for an average daily population of 29,811 individuals, including 5,182 incarcerated adults, 698 juveniles (533 institutional and 165 on state provided aftercare) and 23,931 adult probationers and parolees. The Division operates 26 correctional facilities, including nine adult institutions, 15 correctional centers (including the Waupun bunkhouse and an alcohol and drug abuse treatment center), and two secure juvenile correctional schools. In addition, the DOC contracts for approximately 128 beds at 11 halfway house facilities. Further, the Wisconsin Resource Center is operated by the Division of Care and Treatment Facilities as a 160-bed medium security facility for inmates in need of mental health treatment.

Corrections is one of the largest functions of state government. The \$264 million in general purpose revenues appropriated for Corrections in the 1985-87 biennium ranks among the ten largest items funded from state general revenues and is exceeded only by appropriations to the University of Wisconsin System in the state operations portion of general revenue appropriations. State general purpose revenues (GPR) fund 3,200 of the 3,871 total FY 1987 authorized positions for Corrections, providing Corrections with more than one out of every ten positions in state government funded from general revenues. The 3,200 total authorized GPR positions for Corrections is exceeded only by the authorization for the University of Wisconsin System.

This paper provides information regarding the organization, budget and programs of the Division and is divided into the following sections: (1) Organization and Budget Overview; (2) Adult Institutions and the Corrections Building Program; (3) Community Corrections; (4) Juvenile Services and Youth Aids; and, (5) Administration. Following the text of the paper is a series of attachments which identify institutional locations, bed capacities, populations and staffing ratios; halfway house contracts; youth aids allocations; and the financial status of Corrections Industries and Farms.

## ORGANIZATION AND BUDGET OVERVIEW

Currently, the Division is comprised of the Bureaus of Adult Institutions, Community Corrections, Juvenile Services, Clinical Services, and Program Services. The administrator of the Division also supervises: the Offices of Human Resources; Information Management and Operations; and, Policy Planning and Budget (see Attachment I). As Table I indicates, the total budget for state fiscal year 1986-87 for the DOC is \$166,190,500, including all sources of funds. Of this amount, \$132,537,500, or 79.7%, is financed from general purpose revenues available in the state's general fund; \$33,355,200, or 20.1%, is program revenue from such sources as funds transferred from the Division of Community Services' youth aids program or funds generated from the sale of Corrections Industries and Farms products; and, \$297,800, or 0.2%, is financed through federal revenue sources such as federal educational or job assistance programs.

TABLE I

Division of Corrections  
1986-87 Funding and Position Authorizations

<u>Funding Source</u>	<u>Funds</u>	<u>Positions</u>
General Purpose Revenue	\$132,537,500	3,200.10
Program Revenue	33,355,200	670.50
Federal	<u>297,800</u>	<u>-0-</u>
TOTAL	\$166,190,500	3,870.60

As indicated by Table II, for purposes of establishing various budget levels within the Division of Corrections, the total DOC budget is divided into four subprograms: adult institutions; juvenile services; community corrections; and administration. This paper discusses each of these four subprograms according to responsibility area and caseload (when applicable).

TABLE II

Division of Corrections  
1986-87 Budgeted Funding Levels by Subprogram\*

	<u>GPR</u>	<u>PR</u>	<u>FED</u>	<u>All Funds and Positions</u>
Adult Institutions	\$77,091,900	\$2,391,100	-0-	\$79,483,000 2,318.80
Juvenile Services	276,500	19,584,300	297,800	20,158,600 533.75
Community Corrections	21,937,800	74,600	-0-	22,012,400 673.50
Administration	33,231,300	11,305,200	-0-	44,536,500 344.55
TOTAL DIVISION	\$132,537,500	\$33,355,200	\$ 297,800	\$166,190,500 3,870.60

\*Includes budget supplements authorized under s. 13.10 and s. 16.50 through September, 1986.

ADULT INSTITUTIONS

The adult subprogram represents 47.8% of all funds allocated to DOC and reflects budgeted amounts for all adult correctional institutions and the correctional centers and camps.

Under the current sentencing system, convicted felons are either fined, sentenced to an indeterminate term of imprisonment or placed on state supervised probation. (Only offenders sentenced to one year or more are imprisoned in state correctional facilities.) Judges may impose a sentence for each charge resulting in conviction, and sentences may run concurrently or consecutively. (Judges may not order imprisonment followed by probation as the sentence for a single crime.) The length of sentence may be increased for persons considered to be repeat offenders. In Wisconsin, five classes of felonies have been established under s. 939.50 of the statutes. The penalties for each felony classification are as follows:

Class A	Life imprisonment
Class B	Imprisonment not to exceed 20 years
Class C	Fine not to exceed \$10,000 and/or imprisonment not to exceed 10 years
Class D	Fine not to exceed \$10,000 and/or imprisonment not to exceed 5 years
Class E	Fine not to exceed \$10,000 and/or imprisonment not to exceed 2 years

The current sentencing procedure is referred to as "indeterminate" because felons may be paroled from prison prior to serving the maximum sentence imposed by the court. However, inmates must serve, at a minimum, the greater of six months or 25% of the court imposed sentence. (Inmates serving life sentences generally become eligible for parole after serving 13 years and four months.)

In order to make sentence length more certain and consistent, the Legislature enacted 1983 Act 371 which authorized the promulgation of sentencing guidelines for felonies. To date, the sentencing commission has promulgated guidelines for three felonies (armed and unarmed robbery, and burglary). The sentencing judge locates the guideline sentence range (listed in months) on a matrix by scoring the felon on the severity of the crime and the offender's criminal history. The judge is then required to either sentence within the guidelines range or to state on the record the reasons for deviating from the specified range. The sentencing commission is also piloting guidelines for five more crimes (first and second degree sexual assault, forgery, felony theft, and drug code violations) in several counties. Further, the commission intends to develop guidelines for all felonies in the next several years. This commission consists of 17 members and includes the secretary of H&SS, circuit court judges, attorneys and felony victims.

The use of "good time credit" also affects sentence length. Under this concept, inmates receive credit against the time they are sentenced to serve based on the inmate's performance in the areas of prison duties, labor and educational studies. For crimes committed after May 31, 1984, offenders sentenced to prison are subject to mandatory release upon serving two-thirds of the court-imposed sentence. However, this release date may be extended for infractions of regulations.

Convicted adult males sentenced to state prisons are received at Dodge Correctional Institution Reception Center. Adult females are received at Taycheedah Correctional Institution. After an assessment and evaluation period lasting between four and six weeks, inmates are classified by institution officials according to the degree of security risk they present. If classified as maximum risk, adult males are placed at Dodge, Waupun, Columbia or Green Bay Correctional Institutions. If classified as medium security risk, males may be transferred to Oshkosh, Kettle Moraine or Fox Lake Correctional Institutions, or to the Wisconsin Resource Center. Adult females classified as maximum or medium security risk remain at Taycheedah. Men classified as minimum risk are transferred to Oak Hill or one of the 13 male minimum security correctional centers or to the Alcohol and Drug Abuse Treatment Center which is located on the grounds of Winnebago Mental Health Institute. Minimum security females remain at Taycheedah, or are transferred to either the Women's Community Correctional Center in Milwaukee, or Ferris Center (a contracted facility) in Madison.

Attachments II and III show characteristics of the adult male prison population. Attachment II reflects DOC reported statistics on: the highest grade completed; and, the grade level which inmates tested out at during the assessment and evaluation process. While 55% of the adult males and 43% of females had achieved at least the equivalent of high school graduation, only 10% of males and 16% of females showed this level of

achievement in the testing process. Test results of over 50% of the inmates placed them at eighth grade or below, but only 15% of females and 13% of males did not actually progress beyond the eighth grade.

Attachment III shows, for adults in prison on December 31, 1985, the offense for which the inmate was sentenced to prison. The most predominant offenses for males are unarmed burglary, sexual assault, armed robbery and murder. Women tended to commit the crimes of forgery, theft and murder. It should be noted that since Attachment III lists the offense for presently incarcerated inmates it tends to emphasize offenses with longer sentences. For example, murderers made up 10% of the male population on December 31, 1985, but accounted for only 2.6% of the new admissions in calendar year 1985.

Southern Wisconsin counties committed the majority of inmates who were in prison on December 31, 1985. Milwaukee, Kenosha, Racine, Rock and Dane Counties committed 63% of the male and 68% of the female inmates.

As indicated by Attachment IV, the average daily per capita cost of adult incarceration during 1984-85 was approximately \$54. The highest daily per capita cost of all DOC adult institutions occurred at the Taycheedah Correctional Institution (\$73.21). Fox Lake had the lowest adult institution 1984-85 per capita cost (\$41.35). On average, the correctional camp system had a daily per capita cost of \$43.44. Among the eight correctional camps, Oregon Camp had the lowest daily per capita cost (\$23.78), while Black River Camp had the highest daily cost per inmate (\$51.56). The daily per capita costs for the five community correctional centers averaged \$55.81 and ranged from a high of \$64.35 at the Women's Center to a low of \$50.42 at Sherrer Center. In July, 1986, DOC consolidated the camps and centers into the Wisconsin Correctional Center System (WCCS). Previously the centers had been administered by the Bureau of Community Corrections and the camps by the Bureau of Adult Institutions (BAI). The Center system now includes all 14 of these minimum security facilities which are administered by BAI. Further, the DOC is planning to add the minimum security Waupun Bunkhouse to WCCS in July, 1987. The bunkhouse is currently administratively aligned with the Waupun Correctional Institution.

Attachment V displays the actual or estimated inmate populations for fiscal years 1986-89. As shown, the actual FY 1986 average daily population (ADP) was 5,182, compared to a budgeted ADP of 4,995. The FY 1987 budgeted ADP is 4,835 with the actual population on November 7, 1986, being 5,456. The "Rated Bed Capacity" column of Attachment V displays the rated capacity of institutions in existence on January 1, 1987. However, because Columbia Correctional Institute did not begin receiving prisoners until May, 1986 and Oshkosh until September, 1986, these facilities will not actually reach their rated capacities until approximately mid-1987. Therefore, if only the beds which were actually available at these institutions are considered, the rated bed capacity in FY 1986 was 4,105 and 4,363 on November 7, 1986. Additionally, the termination of contracts (accelerated by 1985 Wisconsin Act 120) to house prisoners in Minnesota and the Milwaukee House of Corrections reduced prisoners in contract facilities from almost 300 in January, 1986, to 13 in September, 1986. This placed the system more than 1,000 inmates or (25%) over rated capacity. If H&SS

1987-89 projections prove to be accurate, the system would be approximately 750 persons or 15% (14% for males and 48% for females) over its rated capacity. This assumes that no new institutions would be completed during the next biennium.

The fiscal year 1988 and 1989 populations displayed in Attachment V are from October, 1986, estimates by H&SS and indicate an FY 1988 increase of 3% over the November 7, 1986, actual population and then a stable FY 1989 ADP. It should be noted that these estimates are the product of a new DOC forecasting methodology which has been in use since 1985. The new formula uses a variety of factors which reportedly account for 93% of the factors impacting on prison admission. By comparison, the previous formula used only age-at-risk and unemployment data which account for 57% of the factors impacting on admissions. The Division expects this new methodology to significantly increase the accuracy of its population forecasts.

Attachment VI displays historical and H&SS projected prison populations from 1978-92. Also shown in Attachment VI is the rated bed capacity for the 1987-89 biennium (only institutions in existence on January 1, 1987, are considered). On November 7, 1986, there were 5,456 adults incarcerated compared to 3,787 in January, 1981. This was an increase of 1,669 inmates, or 44% in less than six years. The overcrowding situation can be attributed to the unprecedented increase in admissions to state prisons from 1980-82, followed by further dramatic increases in 1985 and 1986. As Table III indicates, average monthly admissions (adult males) to state correctional reception centers (Waupun, Dodge and Green Bay) approximately doubled between calendar years 1977 and 1986. Further, in six years the average sentence length increased by almost nine months; from 64.5 months in 1980 to 73.2 months in 1985. The average age of inmates increased by 18 months, from 26.8 to 28.3 years in the same time period. However, the average length of stay over the last ten years has not changed dramatically and has decreased from the 1981 level, largely due to the early release of certain qualified inmates.

TABLE III

Adult Male Admissions and  
Length of Stay

<u>Calendar Year</u>	<u>Average Monthly Admissions</u>	<u>Average Length of Stay (In Months)</u>
1977	112	22.7
1978	116	22.1
1979	120	24.6
1980	156	24.2
1981	185	25.8
1982	195	22.3
1983	195	22.8
1984	196	21.4
1985	204	22.2
1986	225*	21.4*

\*Based on ten months of data.

In order to address overcrowding, in 1981 the Department implemented a special action release (SAR) program for qualified inmates 90 days prior to their mandatory release date. (The mandatory release date currently represents the inmate's projected release date which is based on the court-imposed sentence, less one-third.) In May 1983, this program was extended to 135 days. In January 1986, the Department eliminated SAR and implemented an "extra special action release" (ESAR) program. Inmates who are eligible for parole and are less than 12 months from their mandatory release date are candidates for this program. As of July 1, 1986, 326 inmates had been released under ESAR. Inmates have been released by ESAR an average of 6.8 months before their mandatory release date. Persons released under either of these programs receive intensive parole supervision for the first two months. ("Intensive supervision" requires at least one face-to-face contact with the agent every seven days.) Releases under SAR or ESAR are not granted to prisoners who: (a) are serving a sentence for a violent crime or any crime which may indicate a predisposition to violence; (b) have been placed in segregation status within the three-month period prior to the special action release date; (c) have received a major penalty for prison misconduct within the three-month period prior to the special action release date; (d) have been returned to prison for a parole or probation violation within the six-month period prior to the special action release date; or, (e) do not have an adequate pre-parole plan. It should be noted that the H&SS 1987-89 prison population projections shown in Attachments V and VI do not include projected reductions due to the ESAR program. DOC officials have indicated the program will end on June 30, 1987, unless funding is secured for additional parole agents.

The "fast track to minimum security" program, begun in July, 1983, was also instituted in order to reduce overcrowding by increasing an inmates

opportunity for parole. Inmates with: (a) sentences of two years or less for nonassaultive offenses; (b) no prior penal experience; and, (c) only one prior felony conviction receive expedited transfers to minimum security facilities. Through October, 1986, 227 inmates had been involved in the program, with 163 releases to DOC parole and probation agents.

Table IV displays the percentage of releases under the various release mechanisms. It is interesting to note that even with the special release programs about one-half of all male inmates serve to their mandatory release date.

TABLE IV

Adult Releases

Calendar Year	Males			Females		
	1984	1985	1986*	1984	1985	1986*
SAR/ESAR	7.8%	5.2%	23.0%	14.6%	8.0	52.0
Parole	40.6	33.1	18.0	48.1	55.1	20.7
Mandatory Release	40.8	49.8	49.7	29.1	26.8	22.3
Other**	10.7	11.9	9.3	8.2	10.1	5.0

\*Based on 10 months of data

\*\*"Other" would include such things as death, discharge at end of sentence or commutations.

Institution Staffing Ratios. Attachment VII estimates the staffing ratio (number of staff per inmate) for 1986-87. All institution staff is considered, including security, teachers, mental health, maintenance and other service workers. Maximum security institutions require more security personnel than do medium security institutions, thus, all other factors being equal, maximum security institutions will have a higher staffing ratio. Economies of scale are also reflected in the staffing ratio: the larger the bed capacity the lower the staffing ratio, all other factors being equal. The ratio at DOC's adult institutions ranged between 0.331 and 0.624 staff per inmate on November 7, 1986.

CORRECTIONS BUILDING PROGRAM

Construction of three new prisons and two community correction centers has been authorized by the Legislature since 1980. Of these five authorized institutions, two prisons were completed in 1986, raising the system's rated bed capacity by 750. The status of each institution is summarized below.

1. Columbia Correctional Institution (Portage). This 450 rated bed capacity maximum security prison began accepting inmates in May, 1986.

Total construction costs of CCI are estimated by H&SS to be somewhat over \$38 million (\$45 million was authorized for the project). The physical layout of the facility is organized into small, self-contained units in order to provide both supervision and treatment for inmates. Although program designs have not yet been fully implemented, the institution has two 50-bed, long-term segregation units for men who have histories of behavioral problems such as drug use, escape, or assaultive behavior. Inmates with severe emotional or mental health needs are placed in a "special management unit" (100 beds). Educational programs from vocational to GED and basic educational skills will be offered. Columbia will offer VTAE accredited diploma programs in printing, air conditioner and burner services, fluid maintenance, building services, and weatherization. A certificate program in custodial services will also be offered. Further, a printing and a graphics industry will be operated.

2. Oshkosh Correctional Institution. This facility, designed to house 300 medium security inmates, began accepting prisoners in September, 1986. It is expected that this facility will reach its rated bed capacity by July, 1987. The total cost of construction for Oshkosh Correctional Institution is estimated to be about \$28 million, as budgeted. Primarily three categories of inmates are housed at Oshkosh. One group consists of developmentally disabled inmates and inmates with special mental health needs (often transferred from the Wisconsin Resource Center). A second group is general medium security inmates who can perform institutional and industries work. A janitorial products and a laundry industry will be operated. The third group consists of higher functioning inmates for higher level vocational programs, such as computer training and optometrics. Other VTAE accredited vocational programs offered are weatherization, retail sales, food service training, and horticulture.

3. Menomonee Valley Correctional Institution. A third new prison is statutorily authorized to be located in Milwaukee. A total of \$51.5 million of general fund supported borrowing was authorized for construction of the Menomonee Valley Correctional Institution. This prison is currently planned as a 450 bed facility, with 150 maximum and 300 medium security beds. State corrections officials indicate that educational and vocational programs would be offered, as well as a Corrections Industries laundry, institutional maintenance work, and clinical and social services. This prison would primarily house inmates who had resided in southeastern Wisconsin.

The design and planning for this facility is currently being held in abeyance. In the May, 1986, Milwaukee Brewers decision (130 Wis. 2d 79) the State Supreme Court ruled that 1983 Wisconsin Act 27 (the 1983-85 biennial budget) provisions "expediting" the Wisconsin Environmental Policy Act hearing and court remedy provisions, when applied solely to the Menomonee Valley site, violated the Equal Protection clause of the Wisconsin Constitution. In response to the court decision H&SS began to formulate a more comprehensive environmental impact statement. However, in response to Governor Thompson's public indications that his administration would oppose locating a prison at the Menomonee Valley site, in November, 1986, outgoing H&SS Secretary Linda Reivitz directed state planners to cease all work related to this site.

4. Community Correctional Centers. Statutory authority has been provided to the DOC to establish additional community correctional center beds. Two 30 bed centers are planned for Southeastern Wisconsin. Planning of a facility in Kenosha is progressing with DOC reporting local support for a site. However, even with favorable action on this site, completion of the facility before July, 1989 is unlikely. Racine is being considered for the other center, but DOC officials state a suitable site has not yet been located. Additionally, the St. Croix Community Correctional Center was doubled in size, from 12 to 24 beds; and the Women's Community Correctional Center in Milwaukee has been expanded from 24 to 44 beds.

#### COMMUNITY CORRECTIONS

For 1986-87, \$22,012,400 (all funds) was allocated to the DOC community corrections subprogram. This amount represents 13.2% of all 1986-87 funds allocated to the Division of Corrections. The community corrections subprogram funding level reflects amounts allocated for parole and probation supervision services and Bureau of Community Corrections (BCC) central and regional office personnel.

It should be noted that probation may only be granted by a court, either by withholding a sentence or by imposing a sentence and staying its execution. The person is then placed on probation under the supervision of the Department of Health and Social Services. However, unlike the probation decision which is made by the court at the time of sentencing, the decision to grant discretionary parole is made by the Parole Board and only after the individual has been incarcerated in the Wisconsin prison system. The parolee is then placed under the supervision of the Department for a period not to exceed the court-imposed sentence, less time already served. Persons who reach their mandatory release date, and people released under the extra special action release program, are also placed under parole supervision for a period not to exceed the court-imposed sentence, less time already served. The parole of offenders who have reached their mandatory release date does not require action by the Parole Board.

For 1986-87, \$21,937,800 GPR and 671.5 GPR positions were allocated for central and regional office functions and for probation and parole supervision services. On August 31, 1986, a total of 24,822 adults and 210 juveniles were under the supervision of DOC parole and probation agents. According to BCC, the average 1985-86 per capita monthly cost of providing state parole and probation supervision services to adults was \$87. Table V shows adult and juvenile parole and probation populations since the 1980-81 fiscal year. The figures include juveniles on aftercare supervision, and juveniles and adults supervised under the Interstate Compact (a mutual agreement among most of the 50 states whereby a state agrees to provide supervision to a probationer or parolee accepted from another state).

TABLE V

## Individuals Under Parole and Probation Supervision

<u>Fiscal Year</u>	<u>Average Daily Population</u>	<u>% Increase</u>
1980-81	19,840	---
1981-82	20,929	5.3
1982-83	21,412	2.3
1983-84	22,608	4.6
1984-85	23,658	4.4
1985-86	24,096	1.9
August 31, 1986 actual	25,032	3.9

After being placed on probation or released on parole, the person is placed under the supervision of one of the approximately 420 probation and parole agents assigned to six regional offices in Wisconsin. Within the first 30 days, the agent undertakes a "case classification" of the probationer or parolee to determine the level of supervision required by that offender. The offender is scored on a risk scale (which assesses the propensity for further criminal activity) and a need scale (which assesses the services needed by the offender) and is placed into one of three levels of supervision based on the results. The three levels of supervision are described below:

Maximum level of supervision: requires at least one face-to-face contact with the client every 14 days and a home visit at least once every 30 days.

Medium level of supervision: requires at least one face-to-face contact with the client every 30 days and a home visit at least once every 60 days.

Minimum level of supervision: requires at least one face-to-face contact with the client every 90 days and home visits are made at the discretion of the agent.

The number of persons, by category, supervised by community corrections is shown in Table VI.

TABLE VI

<u>1985-86 Average Daily Population</u>	<u>Number</u>	<u>Percent</u>
Adult Parole	3,199	13.3%
Adult Probation	20,019	83.0
Juvenile Aftercare	165	0.7
Interstate Compact	<u>713</u>	<u>3.0</u>
Total	24,096	100.0%

In 1986-87, a total of \$1,873,500 GPR is allocated for special living arrangements (halfway houses). The state currently contracts for 11 halfway houses. Halfway houses are nonsecure facilities which serve offenders who have either been paroled or placed on probation. Attachment VIII shows the location, bed capacity and state cost of placing individuals who are under state supervision in each halfway house. On average, the per capita daily cost of placing an individual in a state-contracted halfway house is approximately \$40.00. (Note: The special living arrangements appropriation is budgeted under the DOC administration subprogram.) Authorization to contract for three new 8 bed halfway houses (two for women and one for men) was included in Act 29, but funding for these facilities was deleted by Act 120. The DOC has budgeted \$53,000 in 1986-87 for an additional 10 bed halfway house for women to be located in Stevens Point. This facility is scheduled to open in March, 1987.

#### JUVENILE SERVICES AND YOUTH AIDS

The DOC juvenile services subprogram reflects amounts budgeted for Lincoln Hills and Ethan Allen Schools, aftercare supervision services, and Bureau of Juvenile Services central office personnel. Funds allocated for these purposes (\$20,158,600) represent 12.1% of all funds allocated to the Division of Corrections.

During 1985-86, Lincoln Hills and Ethan Allen had daily per capita costs of \$88.80 and \$79.42, respectively. Generally, the geographic location of the county of commitment determines to which of the facilities boys are assigned. All girls are sent to Lincoln Hills School. Table VII below gives the rated bed capacity and actual population of these facilities on November 7, 1986. On that date the facilities were at about 85% of their combined rated bed capacity.

TABLE VII

## State Juvenile Institutions

<u>Facility</u>	<u>Location</u>	<u>Rated Bed Capacity</u>	<u>November 7, 1986 Actual Population</u>
Ethan Allen School	Wales	313	272
Lincoln Hills School	Irma	265	184 Boys
		—	31 Girls
TOTALS		578	487

For boys residing at the juvenile institutions on December 31, 1985, five categories of offenses account for 84% of the commitments. They included burglary and robbery (armed and unarmed), theft (including autos), battery, and sexual assault. Theft, battery, burglary and prostitution/vice accounted for two-thirds of the offenses for which girls were committed to Lincoln Hills. The average length of stay in a juvenile institution was 8.4 months in calendar year 1985.

While the Director of the Bureau of Juvenile Services is ultimately responsible for program placement decisions regarding juveniles in the state's custody, a Joint Planning Review Committee is responsible for making recommendations regarding program placement of the juveniles. The Committee is made up of representatives from the juvenile correction institution, the county, DOC's field offices (if DOC provides aftercare services) and the juvenile offender review program. The Committee meets at the end of the juvenile's reception evaluation, and every six months thereafter while the juvenile remains in the institution, or by special request.

The juvenile offender review program (JORP) has been established in the Office of the H&SS Secretary pursuant to an administrative directive. Although the Bureau of Juvenile Services is responsible for program decisions regarding juveniles in the state's custody, the JORP staff is responsible for decisions regarding the release (parole) of juveniles from the state's custody. Appeals of decisions made by JORP staff may be made to the Director of the program.

As Table VIII indicates, state juvenile institutional populations declined dramatically between 1977 and 1981. Since 1981, juvenile institution populations have remained relatively stable. The decline in population has been primarily attributed to the implementation of the revised Children's Code in November, 1978. The Code (Chapter 48 of the statutes) restricts the number of juveniles eligible for correctional institutionalization by requiring that: (a) the child must be found to be delinquent for commission of an act which if committed by an adult would be punishable by a jail sentence of six months or more; and, (b) the child is found to be a danger to the public and to be in need of restrictive custodial treatment.

TABLE VIII

State Juvenile Institution Populations  
1977-78 to Present

<u>Fiscal Year</u>	<u>Average Daily Population</u>
1977-78	732
1978-79	633
1979-80	575
1980-81	473
1981-82	453
1982-83	490
1983-84	445
1984-85	506
1985-86	533
1986-87	499*

\*Based on four months of data.

In addition, the January 1, 1981, statewide implementation of the youths aids program is generally viewed as partially responsible for the decline in state juvenile institutional populations. The community youth and family aids program--generally referred to more simply as "youth aids"--provides funding to counties for the costs of juvenile delinquency-related programs. A total of \$32,918,300 in calendar year 1985, and \$37,333,000 in calendar year 1986 was appropriated to counties under the youth aids program. The purpose of the youth aids program is to provide each county with an amount of funding from which it can pay the state for state-provided correctional care, and through this mechanism: (1) create a county incentive to minimize correctional placements; and (2) provide an additional funding source for community-based alternatives to secure detention of juveniles.

The Division of Community Services administered youth aids program was enacted as part of Chapter 34, Laws of 1979 (the 1979-81 biennial budget). Prior to enactment of the youth aids program, each county social services agency was responsible for all of the costs of local community-based juvenile delinquency programs (to be paid from the county's community aids allocation) but was not responsible for any costs of those youth who are transferred to state custody and placed in the state's correctional schools. As a result, an apparent fiscal incentive existed for county social service agencies to recommend to judges the transfer of youths to state custody.

Under the youth aids program, funds which were formerly appropriated directly to the Department for juvenile corrections services--primarily for the correctional schools, but also for alternate care, such as group homes and child caring institutions, and parole services--are now appropriated instead to counties. Each county is billed by the state for the cost of

county youth in state custody, with the remainder of the county's allocation made available for community-based juvenile services. Counties were charged a daily rate of \$91.87 in 1986. This charge increased to \$93.54 on January 1, 1987. However, the Department returns to counties any funds received which exceed 2% over the actual cost of operating the institutions.

It should be noted that youth aids funding is not the only source of direct funding for county juvenile programs. Each county was providing community programs for juvenile delinquents prior to the creation of youth aids and funding these programs from their community aids allocations. When the youth aids program was created, counties were required to identify the amount of funding they had been expending for juvenile delinquency efforts and maintain that level of fiscal effort. This "maintenance of effort" requirement totals approximately \$26 million statewide. In addition, many counties expend additional community aids funds and/or additional county property tax funds on juvenile delinquency programs.

Attachment IX shows calendar year 1985 youth aids allocations and state institutional expenses by county. Based on expenditures in CY 1985, approximately 53% of youth aids funds (\$17,397,400) allocated to counties were used to pay the Department for the costs of incarcerating juveniles in the two state correctional schools. However, if Milwaukee County is not considered, the remaining counties paid back \$8,541,300 or 38% of the \$22,546,300 allocated to these counties.

In 1985, the remaining 47% (62% without Milwaukee County) of the youth aids funds allocated to counties was available for community programs. These community programs may be of several different types, including: probation and supervision services (a county may either provide its own supervision or purchase this "aftercare" from the state); alternate care, which includes such placements outside the family home as foster homes, group homes and child caring institutions; and other diversion programs.

Youth aids allocations are determined by a three-factor formula with an additional override factor. The basic formula calculates each county's percentage of: (a) the total state juvenile population in 1979; (b) statewide apprehensions for serious crimes (Part I crimes as defined by the federal Uniform Crime Reporting System) for the period 1975-78; and (c) statewide juvenile corrections placements with the Division of Corrections (DOC) for the period 1975-78. The override factor provided that no county could receive an allocation which was less than 93% nor more than 115% of an amount that would have been provided if DOC placements were the sole factor used to determine county youth aids allocations. Thirteen counties fall within the formula criteria, while 31 are restrained by the 115% cap and 28 counties are governed by the 93% minimum.

During the first year of the youth aids program (1980), only "capacity building" money was provided. Capacity building funds were allocated to counties to develop community programs and facilities as alternatives to DOC institutionalization. Additional capacity building money and the first major formula allocations were made in 1981. Youth aids emergency funds were also made available beginning in 1982. In 1986, \$250,000 was available in emergency funds.

In addition to the amounts allocated under the general youth aids allocation method, emergency or supplemental funds have been made available to certain counties. The three ways in which these funds have been distributed is discussed below.

At its June 12, 1986, s. 13.10 meeting, the Joint Committee on Finance approved the transfer of \$800,000 GPR between the community aids and youth aids programs to provide additional youth aids funding in calendar year 1986 to Milwaukee County. This amount would have otherwise lapsed to the general fund on June 30, 1986. The transfer was to partially address a deficit estimated by Milwaukee County to exceed \$8 million in their youth aids program.

Second, 1985 Wisconsin Act 120 (the budget adjustment bill) allocated \$2.5 million GPR to assist counties which were experiencing serious youth aids funding shortfalls. At the June, 1986, s. 13.10 meeting, the Committee also authorized a two-factor formula recommended by H&SS to distribute the \$2.5 million in calendar year 1986. (Only counties which spent more than 50% of their 1985 youth aids allocations on state institutional services were eligible for these funds; in total, 14 counties received supplemental funding.) First, the number of 1984 Part I arrests within each county were compared to the 14-county average. Part I juvenile arrests include the crimes of murder, negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, theft, auto theft and arson. Second, the amount by which 1985 institutional charges were in excess of 50% of the county's entire youth aids allocation was compared to the excess total of all 14 counties. Based on these factors, each of the 14 counties received its proportional share as shown in Attachment X.

Finally, \$2.0 million (\$1.5 million in Act 29, \$500,000 in Act 120) was allocated in the 1985-87 biennium to assist counties in paying for charges incurred at state juvenile institutions for 18-year old youths. Twelve counties with annual charges greater than \$10,000 received most of this money (see Attachment X).

The breakdown of appropriated funds for 1986 and the first one-half of 1987 are shown in Table IX.

TABLE IX

Youth Aids Appropriations January 1986 - June 1987

	<u>Calendar Year 1986</u>	<u>First 6 Months of 1987</u>
Base Appropriation	\$33,233,000	\$17,021,000
Emergency Funds	250,000	125,000
Funds for 18 Year Olds	1,350,000	649,700
Act 120 Supplement	<u>2,500,000</u>	<u>---</u>
Total	\$37,333,000*	17,795,700*

\*Does not include carryover or surplus revenues from prior years. CY 1986 also does not include \$800,000 transferred to Milwaukee County from the community aids program.

ADMINISTRATION

During 1986-87, \$44,536,500 (all funds) has been allocated to the DOC administration subprogram. This amount represents approximately 26.8% of all funds available to the Division. The administration subprogram reflects amounts allocated for purchase of services for offenders, Corrections Industries (which has been renamed Badger State Industries), the Correctional Farm System, halfway houses, contracted facilities, psychological treatment services and central office support functions.

The purchase of services appropriation for 1986-87 has been authorized at \$891,000 GPR. Purchase of services funds are allocated to the Bureaus of Adult Institutions and Community Corrections to contract for such services as vocational training and counseling, educational programs and job assistance and employment programs. For 1986-87, approximately 58%, or \$518,994 GPR, of the purchase of services appropriation is allocated to the BCC. Table X indicates the allocation of BCC purchase of services funds by region.

TABLE X

1986-87 Regional Allocation of  
Purchase of Service Funds

<u>8CC Region</u>	<u>Purchase of Services</u>
Southern	\$81,980
Southeastern	77,040
Milwaukee	200,060
Eastern	80,920
Western	43,000
Northern	<u>35,994</u>
TOTAL	\$518,994 GPR

Corrections Industries. The Division of Corrections operates a Corrections Industries program at each of the maximum and medium security correctional institutions, except at Dodge Correctional Institution. The program is funded by program revenue generated from the sale of goods or services produced by the inmates employed by Corrections Industries. Sales revenue must, therefore, cover the costs of raw materials, inmate wages, equipment, officer salaries and administrative overhead. The sale of Corrections Industries goods and services is limited by s. 56.01(1), of the statutes, to units of government, tax-supported institutions and nonprofit agencies. For 1986-87, the Corrections Industries program has an authorized budget of \$8,153,100 PR and 66.0 PR positions.

Corrections Industries operates the following industries: laundry, wood and metal furniture, upholstery, textile and linens, printing/graphics and metal stamping (license plates and signs). Additionally, a janitorial products industry will soon be in operation at the Oshkosh Correctional Institution.

During 1986-87, an average of 335 inmates were employed by Corrections Industries. This number reflects a temporary reduction in inmate jobs due to a fire at the wood furniture shop at the Fox Lake Correctional Institution. Corrections officials project that in 1987-88, when the wood furniture shop and industries at Oshkosh and Columbia Correctional Institutions are fully operational, over 550 inmates will be employed by Corrections Industries.

Wages paid by Industries range from \$0.20 to \$1.00 per hour based on job performance, seniority, and attendance. Inmates on work release assigned to the Industries' Business Office may receive a wage of up to \$1.60 per hour. Based on the Industries' October 25, 1986 payroll report, the average wage per hour for all inmates is \$.74. Attachment XI provides a summary of industry locations, number of current and projected inmate employes and average wages.

Pursuant to s. 20.903(2), of the statutes, the Corrections Industries program is allowed to maintain a continuing negative cash balance (the cash

balance equals revenues minus expenditures plus the accumulated balance from all previous years) on June 30 of any fiscal year if this negative balance can be offset by program assets. However, since 1979-80, the Corrections Industries negative cash balance has not been fully offset by assets as required by statute, although the reported \$855,775 cash overdraft in 1985-86 was under \$1.0 million for the first time in four years.

Table XI provides a summary of the financial position of Industries since 1975-76. Attachment XII provides a complete cash balance summary by individual industry.

TABLE XI  
Summary of Corrections Industries  
Receipts and Disbursements Since 1975-76

<u>Fiscal Year</u>	<u>Opening Cash Balance</u>	<u>Receipts</u>	<u>Disbursements</u>	<u>Closing Cash Balance</u>	<u>Unsupported Cash Overdraft</u>
1975-76	\$296,540	\$2,216,327	\$2,172,699	\$385,168	-0-
1976-77	385,168	1,810,840	2,150,650	45,358	-0-
1977-78	45,358	3,363,949	3,937,128	-527,821	-0-
1978-79	-527,820	4,301,209	5,654,688	-1,881,299	-0-
1979-80	-1,881,299	5,004,765	4,994,142	-1,870,676	546,100
1980-81	-1,870,676	3,368,963	3,706,799	-2,208,512	435,700**
1981-82	-2,208,512	3,031,483	4,604,436	-3,781,465	445,372***
1982-83	-3,781,465	3,054,019	3,774,556	-4,502,004	1,024,153
1983-84	-4,502,004	4,125,861	4,238,391	-4,614,534	1,446,807
1984-85	-4,614,534	5,532,221	5,682,028	-4,764,342	1,107,242
1985-86*	-4,764,342	6,701,615	7,108,537	-5,081,264	855,775

\*Estimated.

\*\*Excludes \$797,500 GPR subsidy.

\*\*\*Unsupported cash overdraft resulted despite a statutory change which broadens the value of assets by over \$1.0 million.

In December, 1981, Health and Social Services officials requested Joint Committee on Finance approval of a GPR transfer to eliminate negative cash balances. The request was refused based on a statutory mandate that the program be self-supporting. However, assistance was provided to Corrections Industries in 1982 when the Legislature expanded the definition of assets to include building and equipment values, in addition to inventory and uncollected accounts receivable. This resulted in a significantly higher asset value against which negative cash balances could be offset. Despite the change, Corrections Industries has continued to operate with unsupported cash overdrafts.

In 1983 the Legislature enacted several additional measures to address the financial condition of Corrections Industries. The 1983-85 biennial budget act (1983 Wisconsin Act 27) provides: (a) that the primary goal of Corrections Industries is to operate profitably; (b) for the establishment of a Corrections Industries Board; (c) for the development of an internal accounting system in order to improve budget control; and, (d) for a separate program revenue appropriation for Corrections Industries. Act 27 also requires H&SS to report quarterly on Corrections Industries' financial condition. In addition, the Legislature modified state agency purchasing procedures in 1983 Wisconsin Act 333. The law now requires that Corrections Industries be offered the opportunity to supply any item to the state (items are listed and distributed to authorized purchasing agents), provided the work conforms to specifications and provided the price is competitive.

Finally, 1985 Wisconsin Act 29, the 1985-87 biennial budget act, authorized up to \$700,000 in general obligation bonding authority for updating Corrections Industries equipment and machinery. Payment of principal and interest is required to be made from the Industries' program revenue appropriation. The provision of bonding authority was deemed appropriate given the cost and long-term use of the equipment and machinery. Table XII below provides a summary of actual and anticipated purchases financed from the sale of bonds as of November 1, 1986. Corrections Industries officials indicate that the full \$700,000 authorized is scheduled to be expended by June 30, 1987.

TABLE XII

Correction Industries  
Equipment and Machinery Purchases Financed by  
General Obligation Bonding Authority

Waupun	
Metal Industries	
(license plates, signs and furniture)	\$237,139
Fox Lake	
Wood Products/Upholstery	82,796
Kettle Moraine	
Graphics	45,592
Green Bay	
Laundry/Textiles	101,167
Other Industries	<u>98,504</u>
Total	\$565,198

Adult Correctional Farm System. The 1986-87 DOC adult institutions subprogram includes program revenue funding estimates for the Wisconsin

Correctional Farm System. The Division currently operates three correctional farm units using minimum security inmate employees who are paid between \$0.17 and \$0.47 per hour. Approximately 140 inmates are employed under the Correctional Farm System. A total of \$1,849,100 PR and 22.0 PR positions has been authorized for the Farm System in 1986-87.

As with the Corrections Industries program, the correctional farms are intended to be self-supporting operations whereby expenditures (farm supplies and equipment, inmate wages and staff salaries) do not exceed revenues generated from the sale of farm products. Negative cash balances must, by statute, be offset by the value of farm assets. The Correctional Farm System has had a negative cash balance since 1977-78. Until 1984-85, the value of farm assets was sufficient to prevent an unsupported cash overdraft as prohibited by s. 20.903(2), of the state statutes. Recently, however, corrections officials have applied the value of assets associated with the Waupun power plant--an operation unrelated to the Correctional Farm System but funded under the same program revenue appropriation--in order to avert an unsupported cash overdraft for the Farms. Table XIII shows the Correctional Farm System's continuing cash balance since 1976-77. Attachment XIII provides a more detailed summary of each of the correctional farms.

TABLE XIII

Summary of Correctional Farms  
Receipts Versus Disbursements Since 1976-77

<u>Fiscal Year</u>	<u>Opening Cash Balance</u>	<u>Receipts</u>	<u>Disbursements</u>	<u>Closing Cash Balance</u>
1976-77	\$115,565.96	\$1,283,557.94	\$1,290,244.06	-\$108,879.84
1977-78	108,879.84	1,102,328.46	1,217,283.49	-6,075.19
1978-79	-6,075.19	1,232,261.06	1,426,781.98	-200,596.11
1979-80	-200,596.11	1,295,435.51	1,731,478.29	-636,638.89
1980-81	-636,638.89	1,455,658.51	1,902,910.50	-1,083,890.88
1981-82	-1,083,890.88	1,538,084.77	1,942,318.92	-1,488,125.03
1982-83	-1,488,125.03	1,542,873.77	2,158,368.79	-2,103,620.05
1983-84	-2,103,620.05	1,520,092.38	2,469,205.01	-3,062,732.68
1984-85	-3,062,732.68	1,753,223.40	2,445,469.00	-3,754,978.28
1985-86*	-3,754,978.28	1,955,844.56	2,356,473.19	-4,148,186.24

\*Estimated

On April 30, 1986, the Department of Administration (DOA) requested approval of the Joint Committee on Finance under s. 16.515 to increase program revenue expenditure authorization for the Correctional Farm System by \$505,000 PR in 1985-86. In order to address the immediate funding problem for 1985-86, the Committee approved the DOA request. However, in a letter to the DOA Secretary, the Committee Co-Chairs indicated: (1)

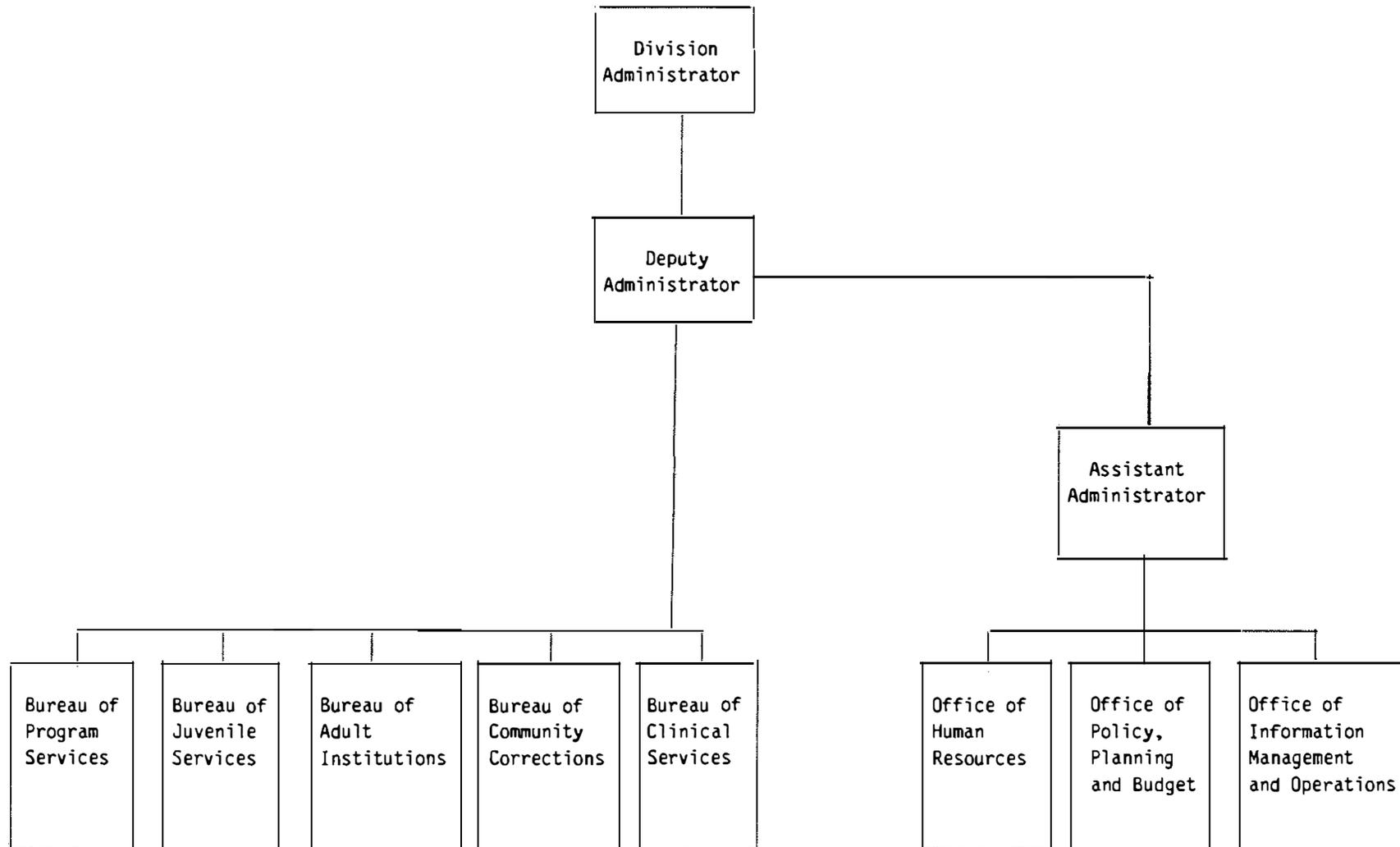
options to address the Farms' negative cash balance should not include the use of GPR funds; (2) future 16.515 requests to increase program revenue expenditure authority for the Farms should not be submitted to the Committee; and (3) DOA and H&SS should not wait until passage of the 1987-89 biennial budget to address the Farms' negative cash balance.

The Administrator of the Division of Corrections appointed a Farm Planning Committee to review the Correctional Farm System and provide recommendations regarding proposals for the Farms' 1987-89 biennial budget. On September 30, 1986, the Planning Committee submitted a report to the Administrator which recommended, among other things, 50% of the salaries associated with correctional officers assigned to the Farms be funded with GPR. The report indicated the cost of this option would be \$203,400 GPR annually. Other major recommendations were to close the creamery operation at the Oregon correctional center, discontinue raising beef at the Oneida farm, raise farm prices to better reflect actual market prices, and provide farm-related training to correctional officers.

The following is a series of attachments which identify institutional locations, bed capacities, populations and staffing ratios; halfway house contracts; youth aids allocations; and the financial status of Corrections Industries and Farms.

ATTACHMENT I

Division of Corrections Organizational Structure



ATTACHMENT II

HIGHEST GRADE LEVEL COMPLETED AND TESTED  
FOR ADULT MALE AND FEMALE INMATES RESIDENT ON DECEMBER 31, 1985

MALES

GRADE	GRADE COMPLETED	PERCENT	CUMULATIVE PERCENT	TESTED GRADE LEVEL	PERCENT	CUMULATIVE PERCENT
UNGRADED/SPECIAL	107	2.2%	2.2%			
NONE/KINDERGARTEN	8	0.2%	2.3%	3	0.1%	0.1%
FIRST/SECOND	13	0.3%	2.6%	110	2.3%	2.4%
THIRD	16	0.3%	2.9%	203	4.2%	6.6%
FOURTH	19	0.4%	3.3%	294	6.1%	12.7%
FIFTH	26	0.5%	3.8%	386	8.1%	20.8%
SIXTH	58	1.2%	5.0%	487	10.2%	31.0%
SEVENTH	96	1.9%	7.0%	500	10.4%	41.4%
EIGHTH	274	5.6%	12.5%	497	10.4%	51.8%
NINTH	462	9.4%	21.9%	500	10.4%	62.2%
TENTH	636	12.9%	34.8%	692	14.5%	76.7%
ELEVENTH	418	8.5%	43.3%	640	13.4%	90.1%
TWELFTH (NOT GRADUATE)	64	1.3%	44.6%	476 **	9.9%	100.0%
HIGH SCHOOL GRADUATE	612	12.4%	57.0%			
HED/GED	1684	34.2%	91.1%	4,788 ***	100.0%	
POST HIGH SCHOOL	437	8.9%	100.0%			
	4,930 *	100.0%				

\* Does not include 51 inmates for whom no data was available.

\*\* Includes all persons that tested at the twelfth grade or higher level.

\*\*\* Does not include 193 inmates for whom no test results were available.

FEMALES

GRADE	GRADE COMPLETED	PERCENT	CUMULATIVE PERCENT	TESTED GRADE LEVEL	PERCENT	CUMULATIVE PERCENT
UNGRADED/SPECIAL	1	0.4%	0.4%	-		
NONE-FIFTH	8	3.4%	3.8%	44	21.1%	21.1%
SIXTH	2	0.9%	4.7%	18	8.6%	29.7%
SEVENTH	6	2.6%	7.2%	24	11.5%	41.1%
EIGHTH	17	7.2%	14.5%	25	12.0%	53.1%
NINTH	24	10.2%	24.7%	20	9.6%	62.7%
TENTH	47	20.0%	44.7%	22	10.5%	73.2%
ELEVENTH	23	9.8%	54.5%	22	10.5%	83.7%
TWELFTH (NOT GRADUATE)	7	3.0%	57.4%	34 **	16.3%	100.0%
HIGH SCHOOL GRADUATE	42	17.9%	75.3%			
HED/GED	27	11.5%	86.8%	209 ***	100.0%	
POST HIGH SCHOOL	31	13.2%	100.0%			
	235 *	100.0%				

\* Does not include 5 inmates for whom no data was available.

\*\* Includes all persons that tested at the twelfth grade or higher level.

\*\*\* Does not include 31 inmates for whom no test results were available.

ATTACHMENT III

T Y P E O F O F F E N S E  
FOR INMATES RESIDENT ON DECEMBER 31, 1985

OFFENSE	M A L E S		OFFENSE	F E M A L E S	
	NUMBER	PERCENT		NUMBER	PERCENT
1 BURGLARY, UNARMED	1,216	24.4%	1 FORGERY	43	17.9%
2 SEXUAL ASSAULT *	697	14.0%	2 THEFT	29	12.1%
3 ROBBERY, ARMED	630	12.6%	3 MURDER *	23	9.6%
4 MURDER *	498	10.0%	4 ASSAULTS ++	20	8.3%
5 ASSAULTS ++	302	6.1%	5 ATTEMPTED MURDER	17	7.1%
6 ROBBERY, UNARMED	290	5.8%	6 DRUG OFFENSES *	15	6.3%
7 THEFT	252	5.1%	7 ROBBERY, UNARMED	15	6.3%
8 DRUG OFFENSES *	218	4.4%	8 SEXUAL ASSAULT *	11	4.6%
9 FORGERY	189	3.8%	9 FRAUD	9	3.8%
10 ATTEMPTED MURDER	125	2.5%	10 ROBBERY, ARMED	8	3.3%
11 AUTO THEFT	118	2.4%	11 MANSLAUGHTER	7	2.9%
12 BURGLARY, ARMED	44	0.9%	12 BURGLARY, UNARMED	6	2.5%
13 HOMICIDES *	41	0.8%	13 HOMICIDES *	5	2.1%
14 MANSLAUGHTER	25	0.5%	14 AUTO THEFT	3	1.3%
15 FRAUD	10	0.2%	15 BURGLARY, ARMED	1	0.4%
OTHER	326	6.5%	OTHER	28	11.7%
T O T A L	4,981	100.0%	T O T A L	240	100.0%

\* All types or degrees of the offense.

++ Includes aggravated assault, batteries, injuries, and endangering safety.

ATTACHMENT IV

FY 1984-85 Adult Institution Costs

<u>Institution*</u>	<u>Total Cost</u>	<u>Average Daily Population</u>	<u>Average Daily Per Capita Cost</u>
Waupun	\$15,404,729	889	\$47.47
Green Bay	12,121,681	772	43.02
Dodge	9,751,178	423	63.16
Taycheedah	5,023,762	188	73.21
Fox Lake	9,704,944	643	41.35
Kettle Moraine	8,497,954	443	52.56
Oak Hill	7,326,763	315	63.72
Wisconsin Resource Center	7,268,119	149	133.64
Drug Abuse Treatment	<u>2,238,904</u>	<u>120</u>	<u>51.12</u>
Total	\$77,338,034	3,942	\$53.75

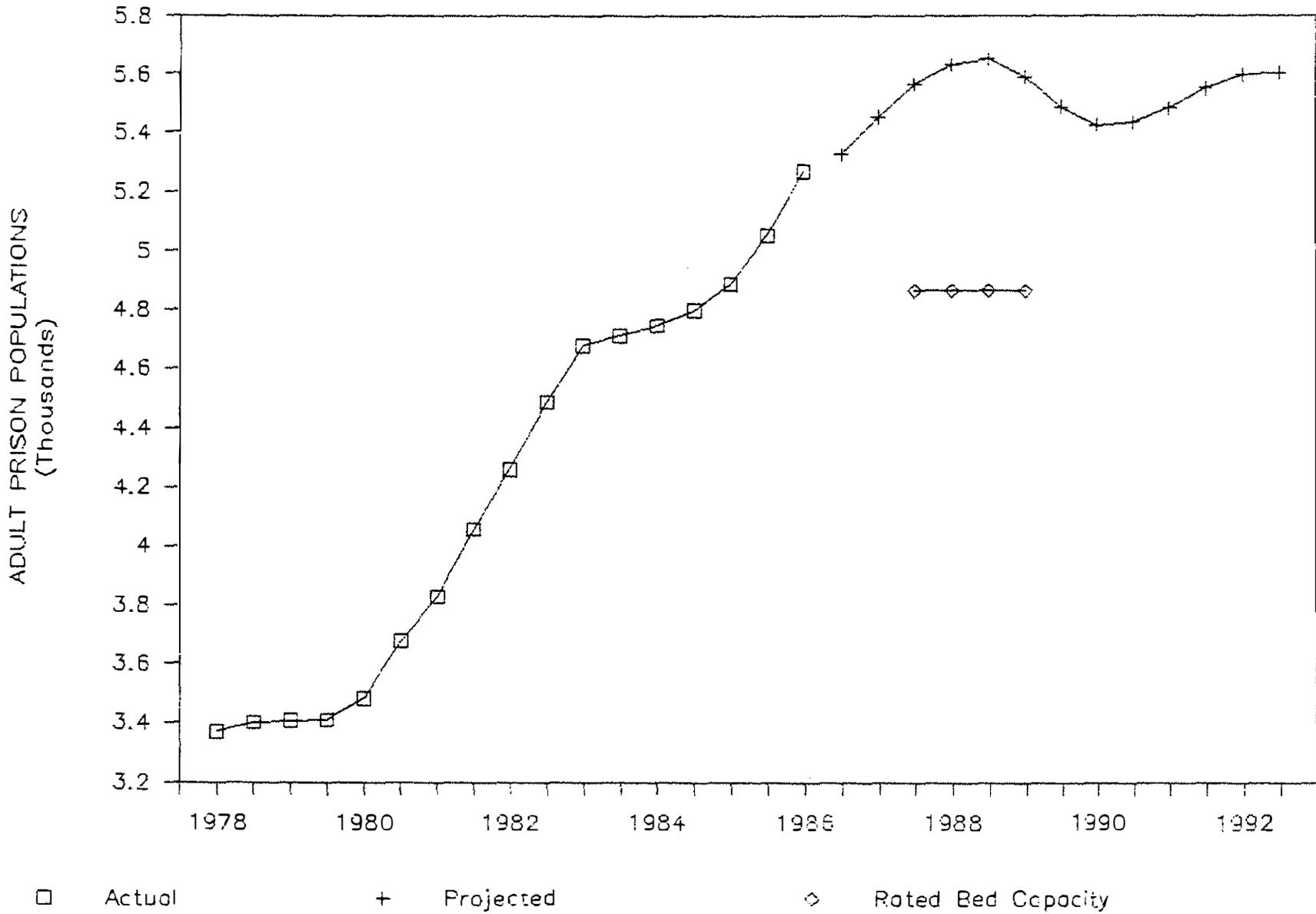
\*Excludes minimum security correctional camps and centers.

ADULT CORRECTIONAL SYSTEM :  
 RATED BED CAPACITY; CURRENT AND  
 1987-89 PROJECTED INMATE POPULATION

INSTITUTION	JAN.1,1987 RATED BED CAPACITY	FY 1986 AVERAGE DAILY POPULATION	ACTUAL NOV.7,1986 POPULATION	H&SS ESTIMATED FY 1988 AVERAGE DAILY POPULATION	H&SS ESTIMATED FY 1989 AVERAGE DAILY POPULATION
*****					
WAUPUN	840	923	951	850	850
GREEN BAY	584	817	832	725	720
DODGE	309	483	492	490	456
COLUMBIA	450	8	270	450	450
TOTAL MAXIMUM	2,183	2,231	2,545	2,515	2,476
FOX LAKE	576	694	723	715	715
KETTLE MORAINE	375	469	486	475	471
OSHKOSH	300	0	93	300	300
WIS. RESOURCE CENTER	160	160	162	160	160
TOTAL MEDIUM	1,411	1,323	1,464	1,650	1,646
WAUPUN BUNKHOUSE	82	88	90	82	82
OAK HILL	321	333	346	325	325
CENTERS/CAMPS	678	737	737	763	796
TOTAL MINIMUM	1,081	1,158	1,173	1,170	1,203
CONTRACTS	10	238	13	10	10
MALE TOTAL	4,685	4,950	5,195	5,345	5,335
TAYCHEEDAH	126	199	210	212	212
CENTERS	44	21	40	45	45
DANE COUNTY	12	12	11	12	12
FEMALE TOTAL	182	232	261	269	269
GRAND TOTAL	4,867	5,182	5,456	5,614	5,604
*****					

NOTE: Estimated populations do not include the effects of early release programs.

# H&SS ACTUAL AND PROJECTED POPULATIONS



ATTACHMENT VII

Adult and Juvenile Institution Staffing Ratios

<u>Institution</u>	<u>All Staff</u>	<u>Nov. 7, 1986 Population</u>	<u>Staff to Inmate Ratio</u>
<u>Maximum</u>			
Waupun	345	1,041*	.331
Green Bay	307.5	832	.370
Dodge	268	492	.545
Columbia	281	450**	.624
Taycheedah	130	210	.619
<u>Medium</u>			
Oshkosh	161	300**	.537
Fox Lake	245.8	723	.340
Kettle Moraine	225.5	486	.464
Wisconsin Resource Center	206	162	1.272
<u>Minimum</u>			
Oak Hill Center System	197 <u>267.5</u>	346 <u>777</u>	.569 <u>.344</u>
Total Adult	2,634.3	5,819	.453
<u>Juvenile</u>			
Ethan Allen	254	272	.934
Lincoln Hills	213	215	.991

\*Includes the Waupun bunkhouse.

\*\*Rated bed capacity used for the new institutions.

ATTACHMENT VIII

Halfway House Contracts for 1986-87

<u>Name</u>	<u>Location</u>	<u>Total Number of Beds</u>	<u>Contract Amount</u>	<u>Daily Cost Per Bed</u>
Ananda Marga Resource Center*	Madison	10	\$186,750	\$51.16
Attic Halfway House, Inc.	Madison	10	170,742	46.78
Bridge Halfway House (Wisconsin Correctional Services)	Milwaukee	26	338,555	37.20
Cephas House (Lutheran Social Services)	Waukesha	12	185,933	42.45
Horizon House, Inc.*	Milwaukee	8	129,336	44.29
Portage County Halfway House	Stevens Point	10	141,533	38.78
Rock Valley Correctional Programs	Beloit	14	166,475	32.58
Ryan Community, Inc.	Appleton	12	172,567	39.40
Shalom Center	Green Bay	8	88,800	30.42
Triniteam, Inc.	Eau Claire	10	99,500	30.92
Wazee House (Lutheran Social Services)	La Crosse	<u>8</u>	<u>110,626</u>	<u>46.36</u>
Total		128	\$1,790,817	\$40.03 (ave.)

\*Serves women.

Source: Division of Corrections.

## ATTACHMENT IX

## 1985 YOUTH AIDS SUMMARY

COUNTY	MAINTENANCE OF EFFORT	STATE ALLOCATION	D.O.C. * INSTITUTION CHARGES	PERCENT ** OF STATE ALLOCATION	STATE FUNDS REMAINING
1 ADAMS	\$41,185	\$126,896	\$0	0%	\$126,896
2 ASHLAND	95,651	59,158	28,074	47%	31,084
3 BARRON	109,334	228,947	32,655	14%	196,292
4 BAYFIELD	35,737	83,495	0	0%	83,495
5 BROWN	743,276	768,005	314,217	41%	453,788
6 BUFFALO	21,852	23,362	0	0%	23,362
7 BURNETT	45,465	117,545	70,199	60%	47,346
8 CALUMET	75,652	140,136	42,230	30%	97,906
9 CHIPPEWA	58,222	378,461	116,368	31%	262,093
10 CLARK	185,924	181,601	77,284	43%	104,317
11 COLUMBIA	95,825	204,914	67,268	33%	137,646
12 CRAWFORD	20,540	95,344	11,077	12%	84,267
13 DANE	2,701,264	1,143,105	984,785	86%	158,320
14 DODGE	227,349	263,986	50,731	19%	213,255
15 DOOR	61,725	93,000	34,704	37%	58,296
16 DOUGLAS	176,889	659,362	37,517	6%	621,845
17 DUNN	64,134	111,383	0	0%	111,383
18 EAU CLAIRE	305,877	460,923	140,015	30%	320,908
19 FLORENCE	12,501	30,027	6,378	21%	23,649
20 FOND DU LAC	144,885	504,945	183,797	36%	321,148
21 FOREST	15,779	34,293	0	0%	34,293
22 GRANT	93,779	109,600	14,520	13%	95,080
23 GREEN	100,304	75,833	0	0%	75,833
24 GREEN LAKE	62,893	33,858	0	0%	33,858
25 IOWA	52,515	88,457	48,326	55%	40,131
26 IRON	15,013	19,451	0	0%	19,451
27 JACKSON	33,538	103,516	0	0%	103,516
28 JEFFERSON	261,039	223,646	11,806	5%	211,840
29 JUNEAU	12,795	152,641	1,427	1%	151,214
30 KENOSHA	620,392	1,626,456	571,054	35%	1,055,402
31 KEWAUNEE	24,207	54,283	5,595	10%	48,688
32 LA CROSSE	329,732	590,688	276,573	47%	314,115
33 LAFAYETTE	25,053	34,414	0	0%	34,414
34 LANGLADE	56,817	232,871	92,019	40%	140,852
35 LINCOLN	119,274	161,655	93,451	58%	68,204
36 MANITOWOC	187,499	271,697	154,949	57%	116,748
37 MARATHON	439,637	652,921	373,562	57%	279,359
38 MARINETTE	156,494	220,823	0	0%	220,823
39 MARQUETTE	48,077	30,020	0	0%	30,020
40 MENOMINEE	45,100	328,789	46,480	14%	282,309
41 MILWAUKEE	10,843,433	10,372,064	8,856,085	85%	1,515,979
42 MONROE	225,788	322,530	70,635	22%	251,895
43 OCONTO	36,615	214,921	67,178	31%	147,743
44 ONEIDA	118,973	263,039	63,528	24%	199,511
45 OUTAGAMIE	235,410	925,450	502,054	54%	423,396
46 OZAUKEE	277,093	230,723	23,368	10%	207,355

ATTACHMENT IX continued

COUNTY	MAINTENANCE OF EFFORT	STATE ALLOCATION	D.O.C. * INSTITUTION CHARGES	PERCENT ** OF STATE ALLOCATION	STATE FUNDS REMAINING
47 PEPIN	26,929	20,071	0	0%	20,071
48 PIERCE	86,760	153,054	43,824	29%	109,230
49 POLK	113,646	186,244	98,232	53%	88,012
50 PORTAGE	108,774	253,465	237,999	94%	15,466
51 PRICE	28,748	82,772	52,510	63%	30,262
52 RACINE	913,049	1,986,394	1,059,836	53%	926,558
53 RICHLAND	36,757	32,575	27,094	83%	5,481
54 ROCK	908,485	1,347,492	558,198	41%	789,294
55 RUSK	23,566	154,320	28,164	18%	126,156
56 ST. CROIX	161,489	252,765	0	0%	252,765
57 SAUK	158,811	179,055	70,870	40%	108,185
58 SAWYER	38,435	113,184	86,933	77%	26,251
59 SHAWANO	118,786	286,510	116,049	41%	170,461
60 SHEBOYGAN	211,149	655,388	251,514	38%	403,874
61 TAYLOR	23,646	132,076	51,737	39%	80,339
62 TREMPEALEAU	39,136	59,971	58,624	98%	1,347
63 VERNON	38,565	113,826	0	0%	113,826
64 VILAS	3,963	196,220	38,511	20%	157,709
65 WALWORTH	294,500	334,433	114,299	34%	220,134
66 WASHBURN	37,360	88,658	40,337	45%	48,321
67 WASHINGTON	449,194	478,161	184,973	39%	293,188
68 WAUKESHA	1,473,674	1,288,446	416,287	32%	872,159
69 WAUPACA	102,078	252,479	73,222	29%	179,257
70 WAUSHARA	100,508	94,976	31,136	33%	63,840
71 WINNEBAGO	400,072	658,529	235,995	36%	422,534
72 WOOD	514,883	468,019	51,174	11%	416,845
STATE TOTAL	\$26,073,499	\$32,918,317	\$17,397,427	53%	\$15,520,890
TOTAL MINUS MILWAUKEE CO.	\$15,230,066	\$22,546,253	\$8,541,342	38%	\$14,004,911

\* Division of Corrections

\*\* State juvenile institution charges as a percentage of the state allocation.

ATTACHMENT X

Calendar Year 1986 Youth Aids Supplements

Distribution of \$2.5 Million of 1985 Wisconsin Act 120 Appropriation

<u>County</u>	<u>Funds</u>	<u>%</u>
Burnett	\$8,419	0.34%
Dane	282,806	11.31
Lincoln	22,612	0.90
Manitowoc	45,798	1.83
Marathon	65,123	2.60
Milwaukee	1,733,652	69.35
Outagamie	108,628	4.35
Polk	14,428	0.58
Portage	46,606	1.86
Price	4,665	0.19
Racine	144,842	5.79
Richland	4,711	0.19
Sawyer	10,577	0.42
Trempealeau	<u>7,133</u>	<u>0.29</u>
TOTALS	\$2,500,000	100.0%

Distribution of Appropriation for 18-Year Olds

<u>County</u>	<u>Amount</u>
Dane	\$28,706
Dodge	11,533
Fond du Lac	10,814
Kenosha	31,606
Marathon	12,956
Milwaukee	790,605
Outagamie	18,883
Racine	33,505
Rock	18,856
Walworth	18,398
Washington	13,120
Waukesha	45,618
All Other Counties	<u>65,400</u>
Total	\$1,100,000*

\*Does not include \$250,000 distributed in the second half of 1986.

ATTACHMENT XI

Current and Projected Corrections Industries Inmate Employes  
and Average Inmate Wages

<u>Industry</u>	<u>October 25, 1986 Inmate Employes</u>	<u>H&amp;SS Projected 1987-88 Inmate Employes</u>	<u>October 25, 1986 Average Hourly Wage</u>
Waupun			
Metal Stamping	76	80	\$ .70
Signs	22	30	.80
Metal Furniture	78	80	.86
Green Bay			
Laundry	51	24	.60
Textiles	12	50	.73
Fox Lake			
Wood Products	18*	100	.63
Kettle Moraine			
Graphics	24	35	.79
Waukegan/Oregon			
Business Office/Sales	21	22	1.26
Distribution	8	10	.80
Taycheedah			
Silkscreening	8	20	.60
Oshkosh			
Janitorial Products	0	15	--
Laundry	0	30	--
Columbia			
Printing	<u>20</u>	<u>40</u>	<u>.53</u>
TOTAL	338	536	\$.74 (Average)

\*Number of inmate employes is low due to an April 1986 fire at the wood Furniture Shop.

ATTACHMENT XII

Corrections Industries  
Year-End Continuing Cash Balance Since 1980-81

Industry	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>	<u>1983-84</u>	<u>1984-85</u>	<u>1985-86***</u>
<u>Waupun</u>						
Printing	-\$ 14,855.04	-\$263,619.49	-\$263,054.32	-0-	-0-	-0-
Metal*	892,282.31	149,035.63	82,862.66	157,089.45	213,049.35	181,503.14
Computer Center**	-280,010.90	-0-	-0-	-0-	-0-	-0-
<u>Green Bay</u>						
Laundry/Textiles	75,117.53	-35,786.46	-110,061.91	-77,488.53	154,896.50	131,624.32
<u>Fox Lake</u>						
Wood Furniture	-1,948,320.06	-2,476,738.62	-2,867,208.96	-3,049,105.12	-3,399,418.31	-3,412,102.36
<u>Kettle Moraine</u>						
Graphics	-456,496.59	-570,477.29	-765,032.08	-1,223,161.13	-1,311,000.06	-1,512,190.19
Upholstery	-19,567.55	-97,755.88	-94,530.67	-0-	-0-	-0-
<u>Oakhill</u>						
Graphics	-0-	-64,254.22	-63,109.19	-0-	-0-	-0-
<u>Other</u>						
Closed Industries/Minor Contracts/New Industries	<u>-456,662.42</u>	<u>-421,869.57</u>	<u>-421,869.57</u>	<u>-421,869.57</u>	<u>-421,869.57</u>	<u>-470,098.72</u>
Continuing Cash Balance	-\$2,208,512.72	-\$3,781,465.90	-\$4,502,004.04	-\$4,614,534.90	-\$4,764,342.09	-\$5,081,263.81

\*Includes metal furniture, license plates stamping and signs industries.

\*\*Beginning in 1981-82, administrative computer overhead expenses were distributed among the individual industries on a prorated basis.

\*\*\*Estimated.

NOTE: Three changes have been made in Industries operations. (a) Printing at Waupun moved to Kettle Moraine; (b) Oakhill graphics moved to Kettle Moraine; and, (c) Kettle Moraine upholstery moved to Fox Lake.

ATTACHMENT XIII

Correctional Farms  
Year-End Continuing Cash Balance Since 1980-81

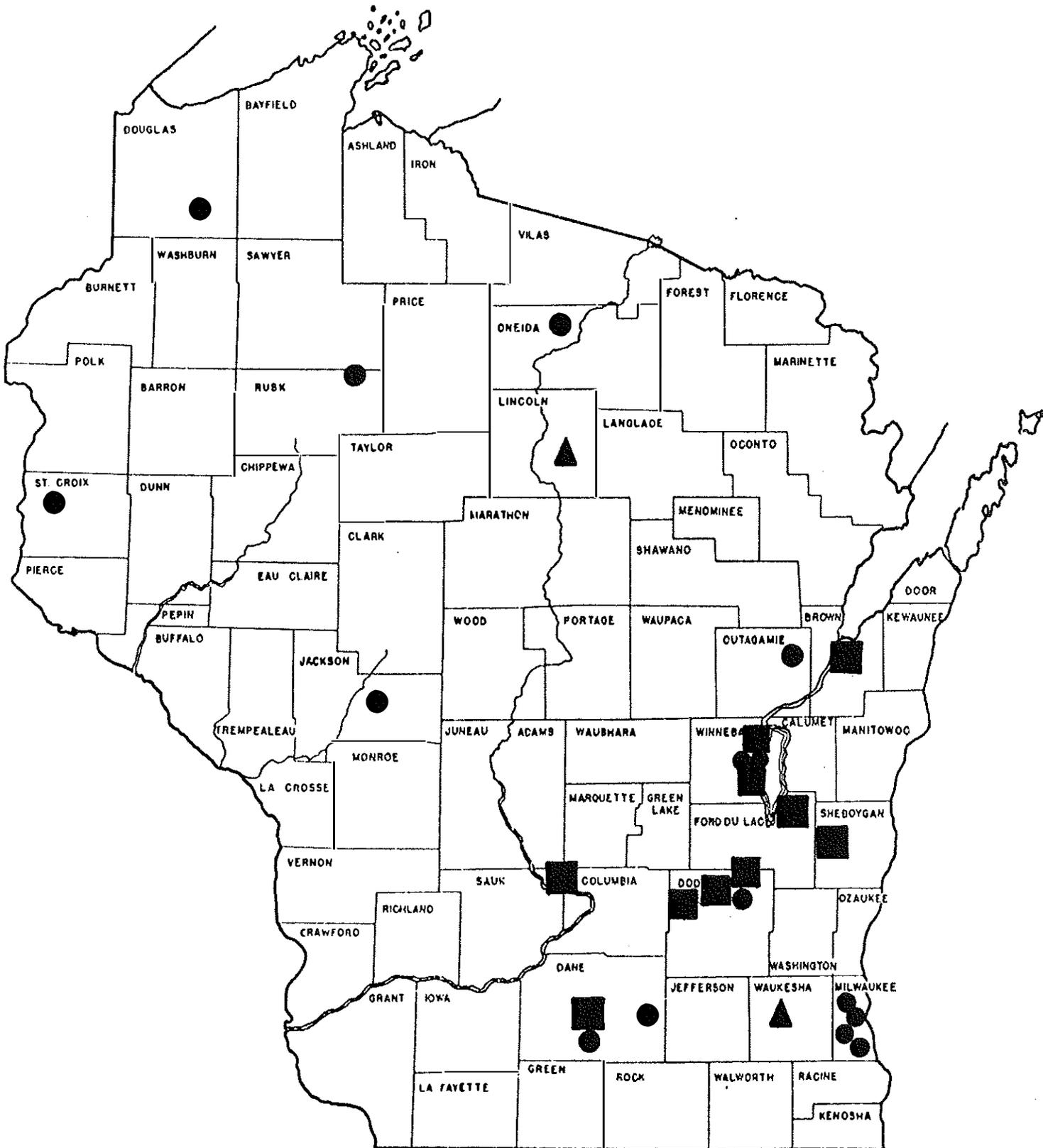
<u>Farm*</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>	<u>1983-84</u>	<u>1984-85</u>	<u>1985-86***</u>
Waupun/ Central State (Dodge)	-\$622,676.81	-\$809,542.82	-\$994,629.10	-\$1,499,912.03	-\$1,644,919.72	-\$1,769,059.89
Oneida	-496,212.85	-519,380.88	-654,349.03	-729,897.74	-882,585.30	-942,603.30
Fox Lake	-155,774.62	-204,051.91	-243,575.83	-257,105.58	-358,722.42	-359,946.00
Oregon/Union Grove**	521,290.82	482,100.96	378,630.73	239,736.91	109,803.20	-5,398.89
Winnebago	-106,446.75	-223,094.19	-393,943.73	-620,968.04	-792,553.75	-908,529.16
Northern Center**	-224,070.67	-214,156.19	-205,753.09	-194,586.20	-178,579.62	-162,649.00
Continuing Cash Balance	-\$1,083,890.88	-\$1,488,125.03	-\$2,103,620.05	-\$3,062,732.68	-\$3,747,557.61	-\$4,148,186.24

\*In the 1983-85 biennium, the Waupun/Central State and Fox Lake farms were administratively combined; as were the Winnebago and Oneida farms. This resulted in DOC operation of three farm units.

\*\*The DOC operations at Union Grove and Northern Center have been closed. These farms are now leased to private farmers. The cash balance for the Oregon Farm includes a June 30, 1984 positive balance of \$413,505.02 and all future revenues generated from the Union Grove lease.

\*\*\*Estimated.

Attachment XIV  
 Wisconsin Correctional Facilities



- Adult Correctional Institution
- Adult Correctional Center
- ▲ Juvenile Institution

## Attachment XIV, continued

## Wisconsin Correctional Facilities

<u>County</u>	<u>Facility</u>	<u>Post Office</u>	<u>Facility Security Level</u>
Brown	Green Bay Correctional Institution	Green Bay	Maximum
Columbia	Columbia Correctional Institution	Portage	Maximum
Dane	Oakhill Correctional Institution	Oregon	Minimum
	Oregon Correctional Center	Oregon	Minimum
	Thompson Correctional Center	Deerfield	Minimum
Dodge	Dodge Correctional Institution (Reception Center-Males)	Waupun	Maximum
	Waupun Correctional Institution	Waupun	Maximum
	Fox Lake Correctional Institution	Fox Lake	Medium
	Minimum Security Bunkhouse	Waupun	Minimum
Douglas	Gordon Correctional Center	Gordon	Minimum
Fond du Lac	Taycheedah Correctional Institution (facility for women)	Taycheedah	Max/Minimum
Jackson	Black River Correctional Center	Black River Falls	Minimum
Lincoln	Lincoln Hills School (co-educational juvenile facility)	Irma	
Milwaukee	Marshall E. Sherrer Correctional Center	Milwaukee	Minimum
	Abode Correctional Center	Milwaukee	Minimum
	St. John's Correctional Center	Milwaukee	Minimum
	Women's Correctional Center	Milwaukee	Minimum
Oneida	McNaughton Correctional Center	Lake Tomahawk	Minimum
Outagamie	Sanger B. Powers Correctional Center	Oneida	Minimum
Rusk	Flambeau Correctional Center	Hawkins	Minimum
St. Croix	St. Croix Correctional Center	New Richmond	Minimum
Sheboygan	Kettle Moraine Correctional Institution	Plymouth	Medium
Waukesha	Ethan Allen School (juvenile facility, boys)	Wales	
Winnebago	Oshkosh Correctional Institution	Winnebago	Medium
	Drug Abuse Correctional Center	Winnebago	Minimum
	Winnebago Correctional Center	Winnebago	Minimum
	Wisconsin Resource Center	Winnebago	Medium