ADULT CORRECTIONS PROGRAM

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ADULT CORRECTIONS PROGRAM

In Wisconsin, the care and treatment of adult offenders placed under state supervision by the courts is provided by the Department of Corrections (formerly the Division of Corrections in the Department of Health and Social Services). In fiscal year 1989-90, the Department was responsible for an average daily population of 36,622 individuals, including 6,498 incarcerated adults and 30,124 adult probationers and parolees. The Department of Corrections (DOC) operates 27 correctional facilities, including 10 adult prisons and 17 correctional centers. Attachment XII provides a state map of the locations of the Department Correctional Facilities and a subsequent listing of each facility. In addition, the DOC contracts for approximately 100 beds at the Madison ARC House, the Madison Ferris Center, Eau Claire County, Rock County, Rusk County and at federal facilities. Further, the Wisconsin Resource Center is operated by the H&SS Division of Care and Treatment Facilities as a 160-bed medium security facility for inmates in need of mental health treatment. Attachment I displays adult correctional institution populations since 1982.

Corrections is one of the largest functions of state government. The $197.1 million in general purpose revenues (GPR) appropriated for Corrections in 1990-91 ranks among the ten largest items funded from state general purpose revenues and is exceeded only by appropriations to the University of Wisconsin System in the state operations portion of general purpose revenue appropriations. State general purpose revenues fund 4,113.09 of the 4,287.44 total 1990-91 authorized positions for Corrections, providing Corrections with more than one out of every ten positions in state government funded from general purpose revenues. The 4,113.09 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 Department and is divided into the following sections: (1) creation of a separate Department of Corrections; (2) organization and budget overview; (3) adult institutions; (4) the corrections building program; (5) probation and parole; (6) alcohol and other drug abuse program; and (7) 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 and the financial status of Corrections Industries and Farms.

CREATION OF THE DEPARTMENT OF CORRECTIONS

Effective January 1, 1990, funding, positions and responsibility for adult correctional services were transferred from the Department of Health and Social Services (H&SS) to a separate Department of Corrections. The Department of Corrections was established by 1989 Act 31 (the biennial budget) and modified in 1989 Acts 107, 121 and 122. The Department of Corrections is responsible for the adult prisons and correctional centers and for adult probation and parole services. The H&SS Division of Corrections was eliminated and a H&SS Division of Youth Services was created to administer juvenile correctional services and the youth aids program (juvenile corrections had been a function of the H&SS Division of Corrections). Youth aids and juvenile corrections programs are discussed in a separate informational paper prepared by the Legislative Fiscal Bureau.

Five unclassified civil service positions are authorized for DOC. The Secretary of the Department and the chair of the Parole Commission are appointed by the Governor with the consent of the Senate. The Deputy Secretary, Executive Assistant and Industries Director are appointed by the Secretary. The four Division Administrators are in the classified civil service.

The seven member Parole Board that existed prior to 1990 (with an unclassified chairperson appointed by the H&SS Secretary), was replaced by a five member Parole Commission in DOC (with the chairperson appointed by the Governor, with consent of the Senate, for a two year term). The remaining four Parole Commission members are classified civil service employes.

Responsibility for conducting adult parole and probation revocation hearings was transferred from the H&SS Office of Hearings to the DOA Division of Hearings and Appeals.

Further, responsibility for the Wisconsin Resource Center (a 160-bed medium security special needs prison located on the grounds of Winnebago Mental Health Institute) was retained in the H&SS Division of Care and Treatment Facilities. However, a separate H&SS appropriation was created for the Resource Center and 45.0 security staff positions at the Resource Center were made DOC employes (the remaining 160.0 positions at the Resource Center continue to be H&SS employes).

ORGANIZATION AND BUDGET OVERVIEW

Currently, DOC is comprised of the Divisions of Adult Institutions, Probation and Parole, Management Services and Program Services. The DOC Secretary also supervises the Office of the Secretary and the Parole Commission (see Attachment II). As Table I indicates, the total budget for state fiscal year 1990-91 for the DOC is $222.5 million, including all sources of funds. Of this amount, almost 89% is financed from general purpose revenues available in the state's general fund; 11% is program revenue from such sources as funds generated from the sale of Corrections Industries and Farms products; and, less than 1% is financed through federal revenue sources such as federal anti-drug abuse, educational or job assistance programs.

TABLE I

Department of Corrections
1990-91 Funding and Position Authorizations

Funding Source	Funds	Positions
General Purpose Revenue	$197,097,700	4,113.09
Program Revenue	22,719,800	152.10
Federal	2,662,700	22.25
TOTAL	$222,480,200	4,287.44

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

TABLE II

Department of Corrections
1990-91 Budgeted Funding Levels by Program*

Dept. of Corrections	GPR	PR	FED	Total Funds	Total Positions
Management Services	$4,909,500	$7,877,400	$-0-	$12,786,900	108.00
Adult Institutions	139,451,200	3,976,000	402,800	143,830,000	3,009.45
Program Services	14,311,200	10,826,000	623,400	25,760,600	292.50
Probation and Parole	36,987,700	38,900	1,636,500	38,663,100	855.99
Office of Secretary	988,200	1,500	-0-	989,700	13.00
Parole Commission	449,900	-0-	-0-	449,900	8.50
TOTAL DEPARTMENT	$197,097,700	$22,719,800	$2,662,700	$222,480,200	4,287.44

*Includes budget supplements authorized under s. 13.10 and s. 16.50 through October, 1990.

ADULT INSTITUTIONS

The adult institutions program represents 65% 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. Offenders sentenced to one year or more are imprisoned in state correctional facilities. (However, the Milwaukee County House of Corrections is allowed to hold offenders sentenced up to two years.) Judges may impose a sentence for each charge resulting in a 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 or imprisonment not to exceed 10 years, or both.
Class D	Fine not to exceed $10,000 or imprisonment not to exceed 5 years, or both.
Class E	Fine not to exceed $10,000 or imprisonment not to exceed 2 years, or both.

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. However, under 1987 Wisconsin Act 412, a judge may set any parole eligibility date which is later than the statutorily defined date for crimes punishable by life imprisonment which are committed on or after July 1, 1988.

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 five felonies (armed and unarmed robbery, three classes of felony theft, forgery and burglary). Further, guidelines for first and second degree sexual assault of adult victims and false imprisonment have been revised and are currently being used on a pilot basis statewide. The guidelines previously promulgated for most felony drug offenses and used only on a pilot basis have been eliminated. Recent legislation has made the previous felony drug offense guidelines obsolete. As a result of the current and anticipated statute changes, the Sentencing Commission anticipates new felony drug offense guidelines being promulgated over the next few years. On July 1, 1991, the Sentencing Commission will introduce sentencing guidelines for first and second degree sexual assault of child victims; third degree sexual assault; and guidelines for Class B violent felonies that occur infrequently, such as, kidnapping and mayhem.

The sentencing judge determines the guideline sentence range (listed in months) by using a matrix which scores 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 Commission intends to develop guidelines for all felonies in the next several years. The Commission

consists of 17 members and includes the secretary of DOC, 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. Further, a person sentenced to life imprisonment is not subject to mandatory release provisions.

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 according to the degree of security risk they present. If classified as maximum risk, adult males are placed at Dodge, Waupun, Columbia, Green Bay or the Racine Correctional Institutions. If classified as medium security risk, males may be transferred to Oshkosh, Kettle Moraine, Fox Lake or Racine 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 Oakhill or one of the 14 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, the Ferris Center (a 15-bed contracted facility) in Madison, the Madison ARC House or the Atherton Correctional Center.

Attachment III shows, for adults in prison on December 31, 1989, the offense for which the inmate was sentenced to prison. The predominant offenses by males are burglary, sexual assault, robbery and murder. Those by women are crimes of murder, forgery, drug offenses and theft. 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 12% of the male population on December 31, 1989, but accounted for only 2.6% of the admissions in calendar year 1989.

Southern Wisconsin counties committed the majority of inmates who were in prison on December 31, 1989. Milwaukee, Kenosha, Racine, Rock and Dane Counties committed 64% of the male and 70% of the female inmates. According

to the 1990 U.S. Census Bureau, these five counties represented 36% of the state's total population.

As indicated by Attachment IV, the average daily per capita cost of adult incarceration during 1988-89 was approximately $54. The highest daily per capita cost of all DOC adult institutions occurred at the maximum security Columbia Correctional Institution ($77.26). Fox Lake had the lowest per capita prison cost ($40.39). The daily per capita costs for the 17 community correctional centers averaged $38.16.

Attachment I displays adult correctional institution populations since 1982. Attachment V shows current prison populations by institution. Also shown in Attachment V is the current rated bed capacity for the adult prison system. On January 4, 1991, there were 7,346 adults incarcerated compared to 3,787 in January, 1981. This was an increase of 3,559 inmates, or 94% in less than ten years. The significant rise in populations can be largely attributed to the unprecedented increase in admissions to state prisons from 1980-82, followed by further dramatic increases in 1985-87 and 1989-90. As Table III indicates, average monthly admissions (adult males) to state correctional reception centers (Waupun, Dodge and Green Bay) increased by 115% between 1979 and 1989. Further, in ten years the average sentence length for first admissions increased by 1.1 years; from 4.8 years in 1980 to 5.9 years in 1989. The average age of male inmates increased by 2.6 years, from 25.3 (1980) to 27.9 (1989) years in the same time period. However, as shown in Table III, the average length of stay (for inmates released in the identified year) over the last twelve years has not changed dramatically and has decreased from the 1981 peak level, largely due to the early release of certain qualified inmates.

TABLE III

Adult Male Admissions and Length of Stay

Calendar Year	Average Monthly Admissions	Average Stay to First Release (In Months)
1979	120	25.4
1980	156	25.4
1981	185	26.6
1982	195	23.1
1983	195	24.1
1984	196	23.1
1985	204	24.7
1986	222	23.1
1987	226	24.0
1988	217	24.4
1989	258	24.4
1990	280*	22.6*

*Based on eleven months of data.

In order to address overcrowding, in 1981 the Department (H&SS) implemented a special action release (SAR) program for qualified inmates who have become parole eligible and who are within 90 days of their mandatory release date. (The mandatory release date generally represents the inmate's court-imposed sentence, less one-third.) In May, 1983, this program was extended to 135 days and in January, 1986, to 12 months. Inmates have been released under SAR before their mandatory release date by an average of 7.5 months in 1986, 7.2 months in 1987, 8.3 months in 1988, 8.4 months in 1989 and 7.7 months as of December 1, 1990. Persons released under the program receive intensive parole supervision for the first three months. ("Intensive supervision" requires at least one face-to-face contact with the agent every seven days.) The Department released a total of 156 persons under SAR in

calendar year 1989 compared to a total of only 18 persons as of December 31, 1990. Releases under SAR are not granted to prisoners who: (a) have been convicted of an assaultive offense; (b) have a known history of assaultive conduct, except in limited circumstances; (c) have previously received a special action release, or; (d) do not have an adequate pre-parole plan. However, provisions of 1989 Acts 31 and 336 specify that an inmate may be eligible for SAR consideration without meeting the criteria in the administrative rules if:

(1) prison populations are at or above prison system capacity limits

(2) the inmate is eligible for discretionary parole consideration;

(3) the inmate is not currently serving time on a felony conviction for an assaultive crime;

(4) the institution social worker or parole agent of record has reason to believe the inmate will be able to maintain himself or herself in society without engaging in assaultive activity; and

(5) the inmate is not granted a SAR release more than 18 months before his or her mandatory release date.

DOC reports that all discretionary releases granted by the Parole Commission during 1989, the amount of time left to mandatory release (MR) from the release date was 8.9 months. In addition, for the period ending November 31, 1990, the time left to MR was 7.1 months.

Table IV displays the percentage of first releases by calendar year under the various release policies. It is interesting to note that even with the special action release program over one-half of all male inmates (and recently almost two-thirds) serve to their mandatory release date.

TABLE IV

Adult Prison First Releases

Releases	Males 1987	Males 1988	Males 1989	Females 1987	Females 1988	Females 1989
Special Action Release	11.2%	6.8%	5.9%	3.8%	40.6%	19.3%
Parole Board	25.2	22.6	34.9	35.6	32.0	48.0
Mandatory Release	61.6	68.3	57.2	25.8	26.9	30.0
Other*	2.1	2.2	2.0	3.8	0.6	2.7

*"Other" would include releases related to discharge at end of sentence, by court order, commutations and death.

Institution Staffing Ratios. Attachment VI estimates the staffing ratio (number of staff per inmate) for the adult correctional institutions. All institution staff (except medical services staff) are 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 0.097 and 1.41 staff per inmate on January 4, 1991.

CORRECTIONS BUILDING PROGRAM

Construction of three new prisons and two community correctional centers has been authorized by the Legislature since 1980. Of these authorized projects, two prisons were completed in 1986, raising the system's rated bed capacity by 750. Projects which would add another 703 beds to the system's capacity are currently underway. The status of each institution is

summarized below, followed by Table V which shows DOC estimates for project completions.

1. **Columbia Correctional Institution (Portage)**. This 450 rated bed capacity maximum security prison began accepting inmates in May, 1986. Construction costs for CCI totalled $38.4 million. Annual direct operating costs at the institution for 1988-89 are approximately $10.5 million GPR. The physical layout of the facility is organized into small, self-contained units in order to provide both supervision and treatment for inmates. 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 are offered. Columbia offers diploma programs accredited by the state Vocational, Technical and Adult Educational (VTAE) system in printing, air conditioner and burner services, building services and weatherization. A certificate program in custodial services is also offered. Further, a printing and graphics industry is operated.

2. **Oshkosh Correctional Institution**. This facility, designed to house 300 medium security inmates, began accepting prisoners in September, 1986. The total cost of construction for Oshkosh Correctional Institution was $28 million. Additionally, a 100-bed expansion of the Oshkosh facility was authorized in 1987 and an additional $4.6 million of bonding authority provided. Construction on this expansion began in October, 1988, and was completed in July, 1990. Primarily four categories of inmates are currently 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 laundry industry is operated at the prison. The third group consists of inmates who are qualified for VTAE accredited vocational programs, such as computer training, weatherization, retail sales, food service training, and horticulture. The fourth group consists of inmates who are convicted sex offenders housed in the new 100-bed expansion. These inmates have agreed to participate in a sex offender treatment program.

3. **Racine Correctional Institution**. A third new prison is to be located in the Racine County Village of Sturtevant. A total of $50.0 million of general fund supported borrowing was authorized for construction. This prison is authorized as a 650 bed facility, with 250 maximum and 400 medium

security beds. State corrections officials indicate that educational and vocational programs will be offered, as well as institutional maintenance work, clinical and social services. This prison will primarily house inmates who have resided in southeastern Wisconsin prior to their incarceration. A decision on the final environmental impact statement was issued by the Department in October, 1988, authorizing construction to proceed. Some existing buildings on the site will be used for program and office space. Demolition of the remaining structures began in December, 1988. Construction is planned to be completed in April, 1991.

4. **Kenosha Center**. A $3.3 million, 60-bed minimum security community correctional center in Kenosha has been completed. The center began receiving inmates in June, 1990.

5. **Waupun Center (John C. Burke Correctional Center)**. In 1987, the Legislature also authorized construction of a 125-bed minimum security Waupun Correctional Center to replace the 82-bed Waupun bunkhouse (a former warehouse) for a net increase of 43 beds to the system. However, during the planning of the facility authority was granted to expend the Waupun Center to 161 beds. Bonding authority of $5.3 million was authorized for this facility and construction was completed and the center occupied by August, 1990. The Department anticipates increasing the capacity of the current 161-bed facility by 40 beds in fiscal year 1990-91. This 40-bed increase in capacity will be achieved through the addition of bunkbeds in cells that currently house one inmate.

6. **Southeastern Center**. Additionally, DOC has remodeled a wing of a staff housing and administration building at the Southern Wisconsin Center for the Developmentally Disabled, operated by the Department of Health and Social Services, to create a 50-bed Southeastern Minimum Security Facility for Women at Atherton.

7. **Community Residential Confinement**. In 1990, 400 community residential confinement beds were added. Community residential confinement (CRC) beds are listed as new prison beds. However, work and study release inmates in this program are confined to their own residence during specified hours through correctional officer supervision and electronic monitoring.

8. **Prison Expansions**. Projects are currently authorized to expand the adult correctional institution capacity by 1,569 beds during the 1989-91 biennium and beyond. Attachment XIII is the history of prison capacity growth since 1980. Construction of 703 new prison beds was authorized prior

to the 1989-91 biennial budget and these facilities would be staffed beginning in 1989-91. Further, authorization for 696 additional beds is included in 1989 Act 31 (the 1989-91 biennial budget). Beds newly authorized include a 200-bed medium security expansion at Racine Correctional Institution, a 60-bed expansion of the minimum security Thompson Correctional Center, a 36-bed expansion of the minimum security Burke Center and authorization for 400 inmates in the community residential confinement program (statutorily designated as a correctional institution). Finally, 1989 Act 122 (relating to drug abuse education, treatment, law enforcement and corrections), authorizes a 170-bed expansion of the medium security Kettle Moraine Correctional Institution. Capacity changes, actual or estimated staffing levels, projected dates that inmate occupancy would begin, and estimated total construction costs are summarized in Table III. It should be noted that these are generally "best case" completion projections with no allowance for construction delays that may occur, particularly given the size of some of the projects and the debate that has historically surrounded prison siting and construction issues.

TABLE V

Authorized Correctional Institution Beds

Project	New Beds	Total Staff	Date of Occupancy	Construction Cost In Millions
Atherton Women's Center	50	19.5	Opened 1989	$0.8
Community Residential Confinement	400	23.0	Opened 1990	--
Oshkosh Expansion	100	31.5	Opened 1990	4.6
Kenosha Center	60	17.0	Opened 1990	3.5
Waupun Center	79**	16.0	Opened 1990	5.6
Racine Correctional Institution	650	317.0*	April, 1991	50.6
Thompson Center Expansion	60	10.0	December, 1991	2.5
Kettle Moraine Expansion	170	58.0*	June, 1994	11.7
	1,569	492.0		$79.3

*Estimated staffing levels (275 positions for the originally authorized 450 Racine beds are provided).

**A 161-bed facility to replace an existing 82-bed bunkhouse. Positions for the facility would total 28.0 including the 12.0 GPR existing positions at the bunkhouse.

It should be noted that, while community residential confinement beds are listed as new prison beds, work and study release inmates in this program would actually be confined to their own residence during specified hours through correctional officer supervision and electronic monitoring. Therefore, no construction costs are associated with this project. The average total construction cost for the 1,251 beds that are currently authorized (82 of which are slated to replace existing beds) would be approximately $63,400 per inmate bed (based on design capacity). Total costs

include administration, security, program and support facility costs, in addition to the cost of the housing units.

PROBATION AND PAROLE

For 1990-91, $38,663,100 (all funds) was allocated to the Division of Probation and Parole. This amount represents 17.4% of all 1990-91 funds allocated to the Department of Corrections. The probation and parole subprogram funding level reflects amounts allocated for parole and probation supervision services and the Division of Probation and Parole central and regional office personnel.

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 Corrections. 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 Commission 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 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 Commission.

For 1990-91, $35,434,900 GPR and $1,675,400 PR and 845.99 GPR and 10.0 PR positions were allocated for central and regional office functions and for probation and parole supervision services. For 1990-91 each probation and parole agent has a budgeted caseload of approximately 57 offenders. Table VI shows adult parole and probation populations since 1980-81. 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 VI

Individuals Under Parole and Probation Supervision

Fiscal Year	Average Daily Population	Percent Increase
1980-81	19,840	---
1981-82	20,929	5.5%
1982-83	21,412	2.3
1983-84	22,608	5.6
1984-85	23,658	4.6
1985-86	24,096	1.9
1986-87	25,192	4.5
1987-88	26,115	3.7
1988-89	26,829	2.7
1989-90	30,124	10.9
1990-91	31,934*	5.7*

*Based on data from January 1, 1990, through August 31, 1990.

After being placed on probation or released on parole, the person is placed under the supervision of one of the approximately 563 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 six levels of supervision based on the results. The minimum face-to-face contacts established by the Division of Probation and Parole are as follows:

Supervision Level	Minimum Requirements
High Risk	One client face-to-face contact per week; two home visits per month.
Intensive	One client face-to-face contact per week; one home visit per month.
Maximum	Two client face-to-face contacts per month; one home visit per month.
Medium	One client face-to-face contact per month; one home visit every two months.
Minimum	One client face-to-face contact every three months. Reports by mail for the remaining months and home visits if appropriate.
Administrative	One client face-to-face contact every six months. Reports by mail for the remaining months and home visits if appropriate.

In addition to client contact standards, the Division has specific expectations for other contacts, such as employment verification in several of the supervision levels. Agents also provide intensive supervision to early prison releases, an administrative level of supervision to some offenders (generally to help insure the payment of restitution), complete presentence investigations and other reports for the courts.

The number of persons, by category, supervised by the Division of Probation and Parole is shown in Table VII.

TABLE VII

1989-90 Average Daily Probation and Parole Population

	Number	Percent
Adult Probation	25,205	83.5%
Adult Parole	3,779	12.5
Juvenile Aftercare	176	1.0
Interstate Compact	964	3.0
TOTAL	30,124	100.0%

Halfway Houses. In June, 1989, the Department was purchasing 160 halfway house beds. Legislation during the 1989-91 biennium provided funding for an additional 132 beds for a total of 292 halfway house beds. By the end of fiscal year 1990-91, the Department of Corrections anticipates having 274 GPR and federally funded halfway house beds available. There are currently 228 beds in operation. If the Department remains on schedule, 12 beds will open in the Green Bay region in January, 1991, and 12 beds will open in Racine in January. The other 22 beds are expected to be opened by mid-April, 1991, and will be located in either the Madison, Milwaukee, Kenosha or Racine regions. Table VIII lists halfway house beds by region and by funding source. Federal funds are generally received from the Federal Anti-Drug Abuse Acts.

TABLE VIII

Probation & Parole
1990-91 Halfway House Beds by Region

Region	GPR	FED
Region 1--Madison	52	0
Region 2--Waukesha	34	0
Region 3--Milwaukee	73	12
Region 4--Green Bay	30	0
Region 5--Eau Claire	18	12
Region 6--Rhinelander	13	8
Location Not Designated	22	0
TOTAL	242	32

Of the 274 beds expected to open by May, 1991, there will be 52 beds in the Madison region, 34 beds in the Waukesha region, 85 beds in the Milwaukee region, 30 beds in the Green Bay region, 30 beds in the Eau Claire region, and 21 beds in the Rhinelander region. As of December 31, 1990, the 22 beds scheduled to open sometime in April, 1991, have not been assigned to a particular region.

In 1990-91, a total of $3,857,000 GPR was allocated for special living arrangements (halfway houses). The Department has committed $3,049,843 GPR of this allocation to contract for 196 halfway house beds. The remaining funds will be used to contract for additional halfway house beds in 1990-91. Additionally, authorization to contract for three new 12 bed halfway houses (two for women and one for American Indians) was also provided using federal funds as detailed in the section on federal anti-drug abuse funding. Halfway houses are nonsecure facilities which serve offenders who have either been paroled or placed on probation. Attachment VII 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 somewhat over $44. (Note: The special living arrangements appropriation is budgeted under the Division of Probation and Parole.)

Transitional Employment Program. Since 1977, the transitional employment program has subsidized employment training for offenders who are near to parole or recently paroled. Originally, these training services were provided solely by 16 week placements with nonprofit employers. In 1985, the program was expanded to include for-profit employers which may be reimbursed for up to 50% of wages paid to the offender (for a maximum of six months). The employer must retain the offender for three months after the subsidization ends, unless the employe is fired for cause. The Department reports that 425 parolees participated in the program and that 197 persons were placed with for-profit employers during 1989-90. The program had a 1989-90 budget of $327,800 GPR and $128,000 FED.

Upon successful completion of the transitional employment program, parolees are offered the opportunity to participate in the Training Opportunities for Placement Program (TOPP). TOPP is a scholarship assistance program with the majority of the participants attending vocational schools. Fifteen students in the fall of 1989 and 17 students in the spring of 1990 received scholarships for tuition and books.

ALCOHOL AND OTHER DRUG ABUSE PROGRAMS

The Department of Corrections operates a number of ongoing AODA programs. The Office of Drug Programs within the Division of Program Services is responsible for coordinating alcohol and other drug abuse programs available to offenders incarcerated in state adult correctional facilities. The Office of Drug Programs had an authorized staff of 3.0 GPR positions and a budget of $205,500 GPR in 1989-90. In 1989 Wisconsin Act 122, an additional $44,800 GPR and 1.0 GPR in 1990-91 was provided for assessment. The 1990-91 budget for the Office of Drug Programs is $248,100 GPR.

Each of the state's maximum and medium security correctional institutions provides alcohol and other drug abuse programs, primarily through the voluntary services of groups such as Alcoholics Anonymous. Costs related to these programs are minimal.

The following paragraphs describe the treatment-related alcohol and other drug abuse programs operated by the Department.

Drug Abuse Correctional Center. The minimum security center located on the grounds of the Winnebago Mental Health Institute with an average daily

population of 160 inmates, operates separate programs for inmates who are serious drug addicts, alcoholics or alcohol abusers. Funding for the center totals approximately $2,650,000 GPR in 1989-90 and $2,760,000 GPR in 1990-91 and 51.5 GPR positions in each year. The center treated approximately 800 inmates in 1989-90. Some inmates who are placed at the Drug Abuse Correctional Center refuse treatment or do not complete the program.

Sherrer Center. The Marshall E. Sherrer Correctional Center in Milwaukee provides AODA programming for approximately 15 of 50 clients as an alternative to revocation (ATR) of parole or probation. Funding for the program totals approximately $160,000 GPR in 1989-90 and $167,000 GPR in 1990-91 and 4.8 GPR positions in each year. The Division of Probation and Parole has allocated $37,500 for contracting with the Intercity Council on Alcoholism (ICCA) for one alcohol counselor for these ATR clients.

Oakhill Education Program. A six-week alcohol education program is available to approximately 200 inmates annually at the minimum security Oakhill Correctional Institution. The program is funded at $103,100 GPR in 1989-90 and $107,200 GPR in 1990-91 and utilizes 2.6 GPR positions.

Expansion of Kettle Moraine Correctional Institution. In 1989 Act 122, the Legislature authorized $11,700,000 BR of general fund supported bonding revenue to expand the Kettle Moraine Correctional Institution (KMCI) by not more than 170 beds and designated the beds as alcohol and other drug abuse treatment beds. Total costs over the life of the 20-year, $11,700,000 bond issue are estimated to be $20,600,000 GPR ($11.7 million principal plus $8.9 million interest). Funding was not provided for additional staff that may be necessary for expansion of support facilities (such as food service, education, or recreation areas).

Kettle Moraine Treatment Programs. Kettle Moraine Correctional Institution offers AODA programming primarily through the cooperation of local alcoholics and narcotics anonymous chapters. 1989 Act 122 provided $300,000 GPR and 10.0 GPR positions in 1990-91 for two AODA treatment programs at the medium security institution. One program would provide a three-month treatment term for approximately 50 inmates with moderate treatment needs who would be expected to be paroled upon successful completion of the program. Additionally, approximately 50 inmates would participate in a three-month "headstart" program before being transferred to the longer-term (six to nine month) therapeutic community program at the minimum security Drug Abuse Treatment Center. The Department of Corrections estimates the programs will be opening in January, 1991.

Taycheedah Correctional Institution. 1989 Act 122 provided $125,000 GPR and 3.0 GPR positions in 1990-91 to increase staff for AODA treatment programs at the Taycheedah Correctional Institution. The additional resources would allow for the current program to provide more comprehensive services, similar to the 90-day intensive treatment program for men at the Drug Abuse Treatment Center. The Legislature has specifically earmarked $19,200 GPR in 1990-91, from the amount provided, to contract for the "chemicals, choices and changes" program.

Two of the new positions and the federal Anti-Drug Abuse Act position (identified in the section addressing federal anti-drug funding) will operate the AODA program at Taycheedah. The Department has placed the other position at the minimum security Atherton Women's Correctional Center to provide services immediately before release to the community.

Women's Day Treatment and Halfway House. 1989 Act 122 provided $137,500 GPR in 1990-91 for a 12-bed halfway house that would also provide day treatment services to an additional eight offenders. This facility will serve women probationers and parolees.

Women's Intensive Supervision Unit (ISU). 1989 Act 122 provided $90,000 GPR and 2.0 GPR positions in 1990-91 for an intensive probation and parole supervision team (including $25,000 for treatment services) for an average caseload of 40 female offenders with alcohol and other drug abuse problems in or near Milwaukee.

Halfway Houses. In 1989 Act 31, the Legislature provided three halfway houses specifically designed to provide AODA treatment programs at an approximate cost of $561,000 GPR.

Treatment Services and Day Treatment. 1989 Act 122 provided $637,500 GPR in 1990-91 to provide day treatment and other nonresidential AODA treatment programs for probationers and parolees. The Department of Corrections would be required to use $312,500 to provide five additional day treatment programs for community corrections and the remaining $325,000 would be used for additional day treatment and other non-residential treatment programs for probation and parole offenders (for example, additional day treatment, outpatient treatment, or night or weekend treatment programs for working offenders in school, jobs or other approved day activities).

In addition, 1989 Act 122 provided $215,400 GPR to purchase AODA services ($125,400 for testing and $90,000 for treatment) for probation and parole clients who have violated the conditions of their supervision.

Electronic Monitoring. 1989 Act 122 provided $527,600 GPR and 4.0 GPR positions in 1990-91 to provide AODA assessments, drug testing and treatment, and to provide active electronic monitoring to up to 250 probationers and parolees who test positive for drug usage or violate other conditions of supervision related to alcohol or drug abuse. An active electronic monitoring system would automatically notify the Department if the offender leaves the specified confinement area.

Challenge Incarceration Program. 1989 Act 122 provided $853,100 GPR (including $220,000 of one-time costs) and 15.0 GPR positions in fiscal year 1990-91 to the Department of Corrections (DOC) for a "challenge incarceration program" for certain youthful offenders who have controlled substance abuse problems. The program must provide participants with strenuous physical exercise, manual labor, personal development counseling, substance abuse treatment and education, military drill and ceremony and counseling in preparation for release on parole. The Department has designated $108,000 GPR, from the amount provided, to purchase alcohol and drug related services.

Under the statutes, the Department may place any inmate in the challenge incarceration program if the inmate meets all of the following criteria:

a. The inmate volunteers to participate in the program.
b. The inmate is under the age of 24 years on the date he or she will begin participating in the program.
c. The inmate is incarcerated for a violation other than a crime against life or bodily security.
d. The Department of Corrections determines, during assessment and evaluation, that the inmate has a controlled substance abuse problem.
e. The Department determines that the inmate has no psychological, physical or mental limitations that would preclude participation in the program.

The Department is required to design the challenge incarceration program to include not less than 50 nor more than 75 participants at a time. A participant would not complete the program in less than six months. The

Department is authorized to restrict participants' privileges, as necessary, to maintain discipline.

If the Department determines that an inmate has successfully completed the challenge incarceration program, the Parole Commission is required to parole the inmate, regardless of the time the inmate has served. As a condition of parole, the parolee must participate in an intensive supervision program.

Drug Testing. The Department of Corrections has a Department-wide contract for urinalysis testing of $80,000 for institutions and $326,600 for probation and parole clients each year. These funds are inclusive of the amounts listed in the "Treatment Services" section.

A summary of the general purpose revenue funding allocated by 1989 Acts 31 and 122 for corrections-related programs is shown in Table VIX. In addition, 1989 Act 122 authorized $11,700,000 bonding revenue for the Kettle Moraine Correctional Institution expansion.

TABLE VIX

State Correctional-Alcohol and Other Drug Abuse Programs
General Purpose Revenue

	1989-90	1990-91
Drug Abuse Correctional Center	$2,650,000	$2,760,000
Sherrer Center	160,000	167,000
Oakhill Educ. Program	103,100	107,200
KMCI Treatment Programs		300,000
Taycheedah CI		125,000
Women's Day Treatment		137,500
Women's ISU		90,000
Halfway Houses		561,000
Treatment Services		215,400
Day Treatment		637,500
Electronic Monitoring		527,600
Challenge Incarceration		853,100
TOTAL	$2,913,100	$6,481,300

FEDERAL ANTI-DRUG ABUSE ACT FUNDING FOR ALCOHOL AND OTHER DRUG ABUSE PROGRAMS

1989 Act 31 provided $1,875,400 in 1989-90 and $1,900,600 in 1990-91 and 10.0 PR positions in each year to continue a number of alcohol and other drug abuse (AODA) programs primarily with federal funding (generally Anti-Drug Abuse Act funding). Funding is used to continue AODA education and treatment programs at adult institutions and two halfway houses, intensive supervision, day treatment and other AODA programs for early release parolees and as an alternative to probation revocation. The adult programs are designated solely for community supervision and substance abuse treatment of early release parolees, or as an alternative to revocation of probation and parole privileges. Specifically the following items were authorized.

Halfway Houses. Funding of $504,600 FED is budgeted in each year to allow the Department to continue to contract for two 12-bed and one 8-bed halfway houses to provide residential drug abuse treatment service to offenders. Two halfway houses for women (one in Eau Claire and one in Milwaukee) have been established with the funding and the Lac Courte Oreilles tribe opened a facility for American Indian offenders in January, 1990.

Treatment Services (Day Treatment). Funding of $406,300 FED (block grant funds) in each year is budgeted to purchase AODA treatment services for probation and parole clients. These funds are also used for three day treatment programs, one each in Kenosha, Milwaukee and Madison, serving approximately 150 clients per year. In addition, funding of $328,500 PR in 1989-90 and $337,700 PR (Office of Justice Assistance grant) in 1990-91 from the federal Anti-Drug Abuse Act is budgeted for two additional day treatment programs in Milwaukee and Beloit. This grant purchases counseling, urinalysis and transition services for probation and parole clients. In summary , a total of five, day treatment programs are operating in Beloit, Kenosha, Madison and Milwaukee (two programs), serving a total of approximately 300 offenders per year.

Passage Program. The passage program is an intensive drug treatment program for inmates at the Milwaukee Women's Community Correctional Center. Funding of $160,000 FED in each year is budgeted to continue a contract to provide a 90-to-120 day program that operates five days per week, eight hours per day, and serves 10 to 12 offenders at a time.

Taycheedah Program. Funding of $42,600 FED and 1.0 position in each year is budgeted for the "women and chemicals" program at Taycheedah

Correctional Institution. This program provides a 12-week program for 12 to 15 women at a time.

Corrections Psychologist. Funding of $28,000 FED and 1.0 position in 1990-91 is budgeted for a psychologist at the minimum security Drug Abuse Correctional Center (located on the grounds of Winnebago Mental Health Institute).

Drug Education. Funding of $33,500 PR in each year is budgeted for drug education contracts at Green Bay and Fox Lake Correctional Institutions. Because of a difficulty in contracting for the services, the Department has used the money to purchase video cassette recorders and tapes for all correctional institutions for pre-release drug education.

Intensive Supervision. Funding of $399,900 PR in 1989-90 and $387,900 PR in 1990-91 and 10.0 PR parole agents in each year are provided for intensive community supervision of drug addicted offenders and drug dealers on probation and parole supervision.

Treatment Alternatives Program. Funding of $676,300 FED in each year is provided for a treatment alternatives program to be distributed as grants to provide early identification and AODA services to persons in the criminal justice system, as a treatment alternative in lieu of imprisonment. Dane, Eau Claire and Rock counties have received grants under this program.

A summary of the federal funding allocated by 1989 Acts 31 and 122 for corrections-related programs is shown in Table X.

TABLE X

State Correctional-Alcohol and Other Drug Abuse Programs
Federal Anti-Drug Abuse Act Funding

	1989-90	1990-91
Halfway Houses	$504,600	$504,600
Treatment Services	406,300	406,300
Day Treatment	328,500	337,700
Passage Program	160,000	160,000
Taycheedah Program	42,600	42,600
Corrections Psychologist		28,000
Drug Education	33,500	33,500
Intensive Supervision	399,900	387,900
Treatment Alternatives Program	676,300	676,300
TOTAL	$2,551,700	$2,576,900

PROGRAM SERVICES

During 1990-91, $25,760,600 (all funds) has been allocated to the DOC Division of Program Services. This amount represents approximately 11.6% of all funds available to the Department. The funds are allocated for the purchase of services for offenders, Badger State Industries (previously Corrections Industries), the Correctional Farm System, educational and employment programs, clinical treatment services and correctional health services.

The purchase of services appropriation for 1990-91 has been authorized at $3,086,900 GPR. Purchase of services funds are allocated to the Divisions of Adult Institutions and Probation and Parole to contract for such services as vocational training and counseling, educational programs and job

assistance and employment programs. For 1990-91, approximately 60.4%, or $1,863,700 GPR, of the purchase of services appropriation is allocated to the Division of Probation and Parole (DPP).

The Department of Corrections distributes funding annually to the six regions based on such factors as staff, caseload and client need. Table XI includes the Department of Corrections budgeted probation and parole amounts by region for 1990-91. The location of the regional offices are listed in conjunction with each region. The area of each of the six regions is shown in Attachment VIII.

TABLE XI

Division of Probation and Parole
1990-91 Purchase of Services by Region

Region	Funding Source	
	GPR	FED
Region 1--Madison	$48,021	$57,700
Region 2--Waukesha	298,271	39,900
Region 3--Milwaukee	459,687	57,800
Region 4--Green Bay	298,307	67,800
Region 5--Eau Claire	211,140	35,200
Region 6--Rhinelander	148,274	51,500
TOTAL	$1,863,700	$309,900

Badger State (Correctional) Industries. The Department of Corrections operates a Corrections Industries (Badger State Industries) program at each of the maximum and medium security correctional institutions, except at the 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, officers salaries and administrative overhead. In 1989-90, revenues exceeded expenditures for the

first time in eleven years. According to the Department, revenues exceeded expenditures by $150,523 enabling the cash deficit to be reduced to $6,290,905 at the end of the fiscal year. For 1990-91, the corrections Industries program has an authorized budget of $8,935,700 PR and 65.0 PR positions.

The sale of Corrections Industries goods and services is limited by s. 303.01(1) of the statutes. Prison Industries may only engage in manufacturing articles for the state and its counties, cities, villages, towns, tax-supported institutions, nonprofit agencies, other states and their political subdivisions and the federal government. State statutes further require that inmates employed by Corrections Industries be provided with training and work experience that allows them to develop skills necessary to retain employment in outside business and industry. 1989 Wisconsin Act 283 allows the Department to enter into contracts with manufacturers or distributors to have prison industries provide products, components, or services if at the time that the contractors are originally entered into the products, components or services have been supplied to the manufacturers or distributors for the previous 12 months by a facility outside the United States. This legislation also limits the authority of prison industries to sell wood and metal office furniture and laundry services only to state agencies.

Corrections Industries operate the following industries: laundry, wood and metal furniture, upholstery, textile and linens, printing/graphics, janitorial products, silkscreening, and metal stamping (license plates and signs). Corrections Industries has approximately 350 inmate positions available in the various programs during 1990-91.

Wages paid by Industries range from $.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. Industries' paid a total of $440,000 in inmate wages in 1989-90. Based on the Industries' December, 1990, payroll report, the average wage per hour for inmates is $0.71. Inmates on work release assigned to the Industries' Business Office may receive a wage of up to $1.60 per hour (the average is $1.00). Attachment IX provides a summary of industry locations, number of inmate employes and average wages.

Under s. 20.903(2), of the statutes, Corrections Industries 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, the Corrections Industries negative cash balance has been fully offset by assets as required by statute in only three of the past eleven years.

Table XII provides a summary of the financial position of Industries since 1978-79. Attachment X provides a complete cash balance summary by individual industry.

TABLE XII

Summary of Corrections Industries Financial Status Since 1978-79

Fiscal Year	Opening Cash Balance	Profit Or Loss	Closing Cash Balance	Unsupported Cash Overdraft
1978-79	-$527,820	-$1,353,479	-$1,881,299	$-0-
1979-80	-1,881,299	10,623	-1,870,676	546,100
1980-81	-1,870,676	-337,836	-2,208,512	435,700*
1981-82	-2,208,512	-1,572,952	-3,781,465	445,372**
1982-83	-3,781,465	-720,539	-4,502,004	1,024,153
1983-84	-4,502,004	-112,530	-4,614,534	1,464,257
1984-85	-4,614,534	-149,808	-4,764,342	1,130,706
1985-86	-4,764,342	-316,922	-5,081,264	832,835
1986-87	-5,081,264	-1,088,512	-6,169,776	-0-
1987-88	-6,169,776	-271,652	-6,441,428	-0-
1988-89	-6,441,428	150,523	-6,290,905	-0-
1989-90	-6,290,905	698,524	-5,592,381	-0-

*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 continued to operate with unsupported cash overdrafts through fiscal year 1985-86. Unsupported cash overdrafts have been averted in the last five fiscal years primarily due to significantly increased asset values associated with industries at the new institutions and capital equipment modernization at other facilities.

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. 1983 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.

Adult Correctional Farm System. The Department of Corrections currently operates four correctional farm units using minimum security inmate employees who are paid between $.20 and $.65 per hour. The farms are located at Oregon, Waupun, Oneida and Winnebago. The stated goal of the Farm System is to teach employability skills which allow inmates to obtain and retain employment upon release. In 1989-90, approximately 1,765 inmates were provided employment through the Farm System. In 1989-90, the Department estimated there were a maximum of 237 inmate positions available in the Farm System. The farming operations include dairy, a creamery at Winnebago, crops, beef and swine production. In 1990-91, a total of $216,200 GPR and $1,890,300 PR and 22.0 PR positions were authorized for the Correctional Farm System.

As with 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. However, the correctional farms operations have resulted in cash losses in each of the last eleven years. 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 statutes. Table XIII shows the Correctional Farm System's continuing cash balance since 1978-79. Attachment XI provides a more detailed summary of each of the correctional farms.

TABLE XIII

Summary of Correctional Farms Financial Status Since 1978-79

Fiscal Year	Opening Cash Balance	Profit or Loss	Closing Cash Balance
1978-79	-$6,075	-$194,521	-$200,596
1979-80	-200,596	-436,043	-636,639
1980-81	-636,639	-447,252	-1,083,890
1981-82	-1,083,891	-404,234	-1,488,125
1982-83	-1,488,125	-615,495	-2,103,620
1983-84	-2,103,620	-959,113	-3,062,733
1984-85	-3,062,733	-684,825	-3,747,558
1985-86	-3,747,558	-400,629	-4,148,187
1986-87	-4,148,187	-598,671	-4,746,858
1987-88	-4,764,858	-255,087	-5,001,945
1988-89	-5,001,945	-593,305	-5,595,250
1989-90	-5,959,250	-69,142	-5,664,392

MANAGEMENT SERVICES

During 1990-91, $12,786,900 (all funds) has been allocated to the DOC Division of Management Services. This amount represents approximately 5.7% of all funds available to the Department. The funding is allocated for correctional staff personnel and human resources, administrative services, budget development and facilities management.

ATTACHMENTS

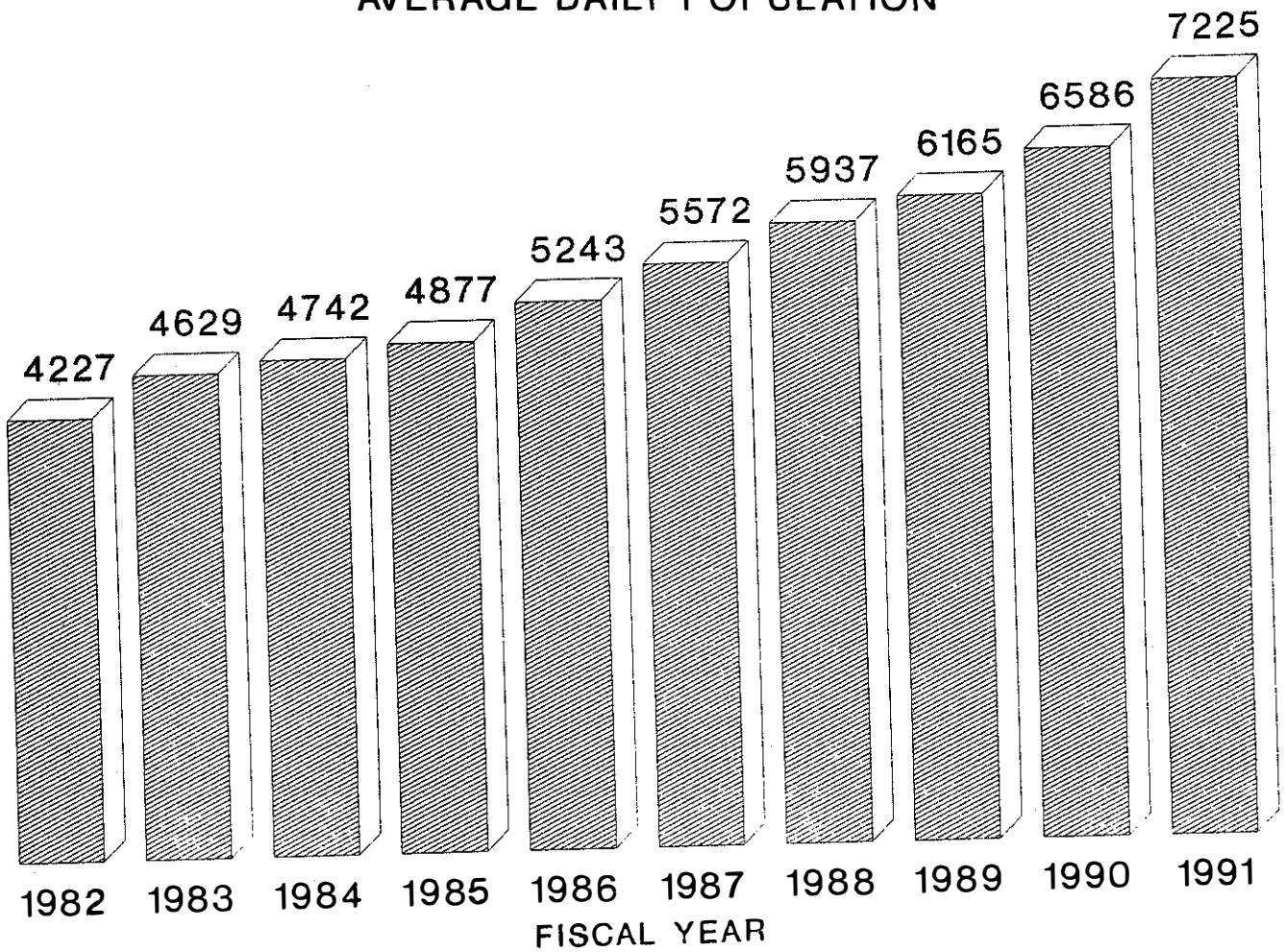
The following is a series of attachments which identify institutional locations, bed capacities, populations and staffing ratios, halfway house contracts and the financial status of Corrections Industries and Farms. These attachments are listed below:

Attachment	Title
Attachment I	Adult Prison Populations 1982-1991
Attachment II	Department of Corrections Organization Chart
Attachment III	Type of Offenses for Inmates Resident on December 31, 1989
Attachment IV	Correctional Institution Per Capita Costs, H&SS Annual Fiscal Report, 1988-89 Fiscal Year
Attachment V	Rated Bed Capacities and Inmate Populations Including Contracted Facilities
Attachment VI	Adult Correctional Institutional Staffing Ratios
Attachment VII	Projected Halfway House Contracts for 1990-91
Attachment VIII	Division of Probation and Parole
Attachment IX	Current Corrections Industries Inmate Employes and Average Inmate Hourly Wages
Attachment X	Correction Industries Year-End Continuing Cash Balance Since 1987-88
Attachment XI	Correctional Farms Year-End Continuing Cash Balance Since 1987-88
Attachment XII	Wisconsin Adult Correctional Facilities
Attachment XIII	Prison Capacity Growth Since 1980

ATTACHMENT I

ADULT PRISON POPULATIONS 1982-1991

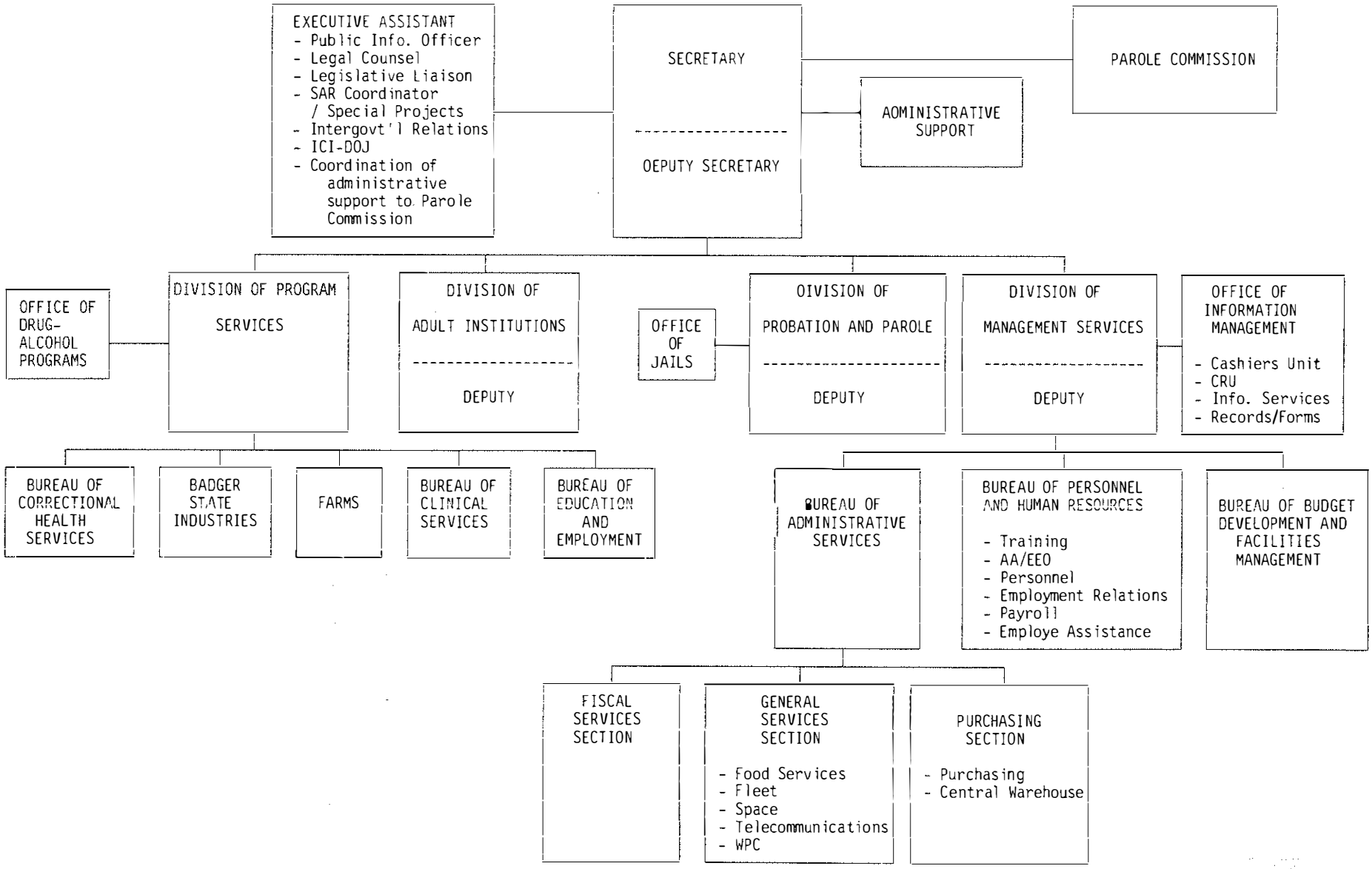
AVERAGE DAILY POPULATION



Note: 1991 is an estimated population.

ATTACHMENT II

Department of Corrections Organization Chart



ATTACHMENT III

Type of Offenses for Inmates Resident on December 31, 1989

	Offense	Number	Percent	Cumulative Percent
MALE				
1	Burglary*	1,212	19.8%	19.8%
2	Sexual Assault*	1,023	16.7	36.5
3	Robbery*	900	14.7	51.2
4	Murder*	734	12.0	63.2
5	Drug Offenses*	570	9.3	72.5
6	Theft*	504	8.2	80.7
7	Assaults++	441	7.2	87.9
8	Forgery	226	3.7	91.6
9	Weapons	68	1.2	92.8
10	Homicides*	65	1.1	93.9
11	Arson	61	1.0	94.9
	Other	311	5.1	100.0
	TOTAL	6,115	100.0%	
FEMALE				
1	Murder*	54	19.2%	19.2%
2	Forgery	46	16.4	35.6
3	Drug Offenses*	44	15.6	51.2
4	Theft	35	12.5	63.7
5	Assaults++	34	12.1	75.8
6	Robbery*	20	7.1	82.9
7	Fraud	11	3.9	86.8
8	Sexual Assault*	7	2.5	89.3
9	Burglary*	5	1.8	91.1
10	Homicides*	5	1.8	92.9
11	Family Violation	-	-	92.9
	Other	20	7.1	100.0
	TOTAL	281	100.0%	

*All types or degrees of the offense.

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

ATTACHMENT IV

Correctional Institution Per Capita Costs
H&SS Annual Fiscal Report, 1988-89 Fiscal Year

Institution	Total Cost	Population	Daily Cost	Annual Cost
Waupun	16,371,871	995	$45.08	$16,454
Dodge	12,078,123	508	65.14	23,776
Green Bay	12,848,157	805	43.73	15,960
Columbia	12,745,985	452	77.26	28,199
Taycheedah	5,696,861	210	74.32	27,128
Fox Lake	11,085,935	752	40.39	14,742
Kettle Moraine	9,793,977	518	51.80	18,907
Oshkosh	8,925,792	399	61.29	22,370
Resource Center	8,630,570	159	148.71	54,280
Oakhill	8,106,839	349	63.64	23,229
Centers	13,313,879	956	38.16	13,927
TOTALS	$119,597,989	6,103	$53.69**	$19,597**
DOC TOTAL*	$110,967,419	5,944	$51.15**	$18,669**

* Excludes the Wisconsin Resource Center.
** Average.

NOTE: Costs shown are total operating costs for the institution, but do not include central administrative costs.

ATTACHMENT V

Rated Bed Capacities and Inmate Populations Including Contracted Facilities

Institution	DOC Rated Bed Capacity	FY 1990 Average Daily Population	Actual Jan. 4, 1991 Population
MALE			
Waupun	840	1,126	1,132
Green Bay	584	832	837
Dodge	350	551	595
Columbia	450	477	496
TOTAL MAXIMUM	2,224	2,986	3,065
Fox Lake	576	785	818
Kettle Moraine	375	542	556
Oshkosh	400	444	524
Wisconsin Resource Center	160	162	166
TOTAL MEDIUM	1,511	1,933	2,064
Oakhill	321	368	398
CRC	375	45	221
Centers	900	994	1,173
TOTAL MINIMUM	1,596	1,407	1,792
Contract Beds	79	79	82
MALE TOTAL	5,410	6,405	6,998
FEMALE			
Taycheedah	193	203	216
Centers	92	77	96
CRC	25	3	16
Contract Beds	25	25	20
FEMALE TOTAL	335	308	348
GRAND TOTAL	5,745	6,713	7,346

ATTACHMENT VI

Adult Correctional Institutional Staffing Ratios
January 4, 1991

Institution	All Staff*	Jan. 4, 1991 Population	Staff to Inmate Ratio
Waupun	351	1,132	0.310
Green Bay	298	837	0.356
Dodge	287	595	0.482
Columbia	284	496	0.573
Taycheedah*	145	216	0.671
TOTAL MAXIMUM	1,365	3,276	0.417
Fox Lake	238	818	0.291
Kettle Moraine	236	556	0.424
Oshkosh	195	524	0.372
Wisconsin Resource Center	234	166	1.410
TOTAL MEDIUM	903	2,064	0.438
Oakhill	194	398	0.487
Center System	357	1,269	0.281
TOTAL MINIMUM	551	1,667	0.331
ADULT INSTITUTION TOTAL	2,819	7,007	0.402
Community Residential Confinement	23	237	0.097
GRAND TOTAL	2,842	7,244	0.392

*Taycheedah contains all security levels.

ATTACHMENT VII

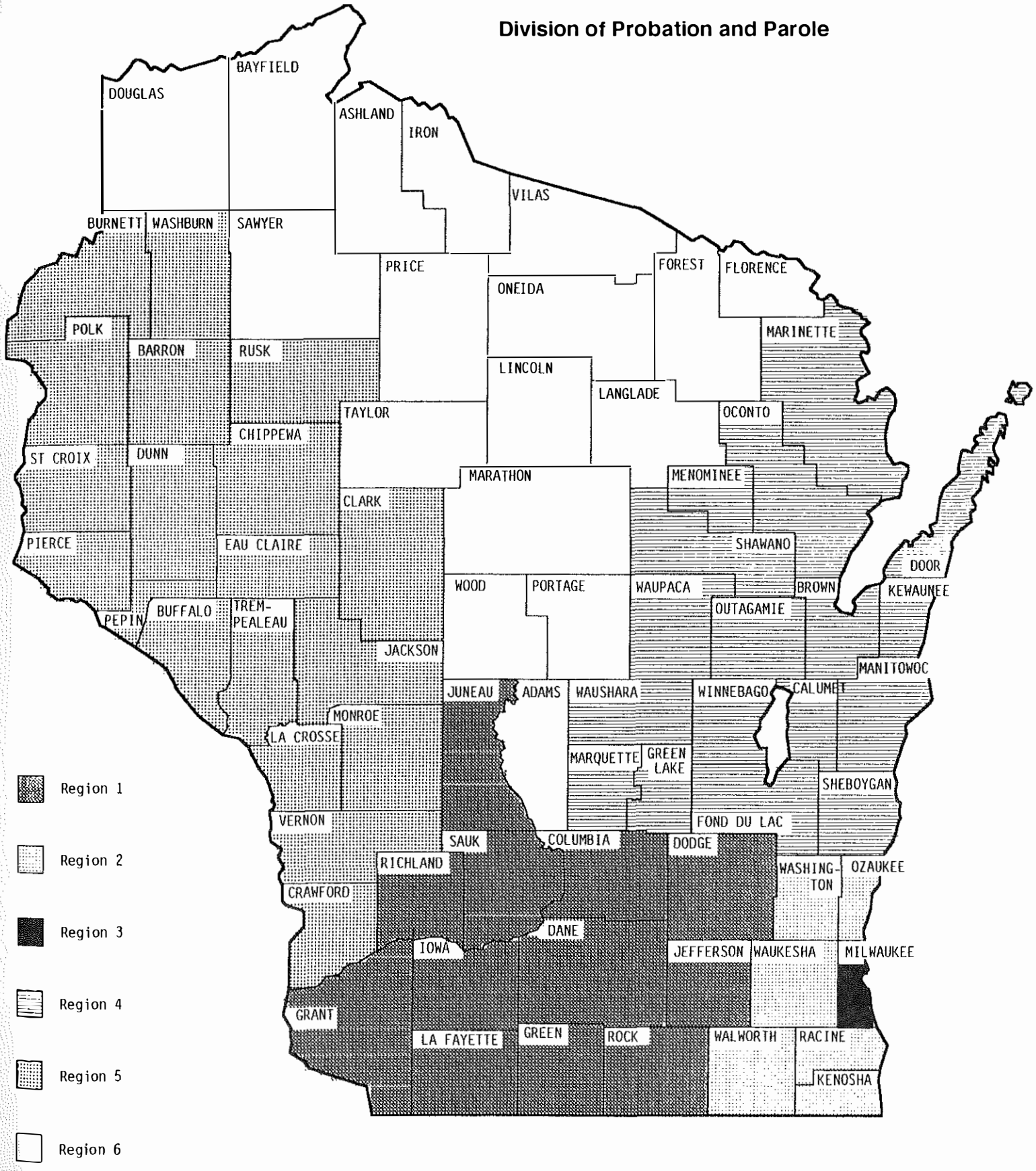
Projected Halfway House Contracts for 1990-91

Name	Location	Total Number of Beds	Contract Amount	Projected Average Daily Cost Per Bed
General Purpose Revenue:				
ARC House*	Madison	12.5	$252,272	$55.29
Attic	Madison	13.5	266,882	54.15
Bridge	Milwaukee	29.0	417,303	39.42
Cephas House	Waukesha	12.0	203,795	46.52
Horizon House*	Milwaukee	12.0	205,960	47.02
Kenosha	Kenosha	10.0	150,563**	45.00
NuWay	Milwaukee	20.0	297,801	40.80
Oshkosh-AODA	Appleton	12.0	133,051	52.30
Portage County	Stevens Point	10.0	162,000	44.38
Recovery Center	Superior	3.0	33,200	33.02
Rock Valley	Beloit	14.0	181,447	35.50
Ryan Community	Appleton	10.0	157,424	43.12
Schwert House-AODA	Madison	12.0	200,832**	52.30
Shalom Center	Green Bay	8.0	101,620	34.80
Triniteam	Eau Claire	10.0	145,000	39.72
Wazee House-AODA (American Indian)	La Crosse	8.0	140.693	48.18
GPR TOTAL		196.0	$3,049,843 GPR	$44.45
Federal Revenue:				
Affinity House-AODA*	Eau Claire	12.0	$176,100	$40.20
Noo-jii-moo-wii-ga-mieg (AODA-American Indian)	Hayward	8.0	152,190	52.12
NuStart-AODA*	Milwaukee	12.0	176,100	40.20
FED TOTAL		32.0	$505,100 FED	$43.18
GRAND TOTAL		228.0	$3,554,943	$44.28

*Serves women.
**Partial year funding.

ATTACHMENT VIII

Division of Probation and Parole



ATTACHMENT IX

Current Corrections Industries Imate Employes and Average Inmate Hourly Wages

Industry	December, 1990 Inmate Employes	December, 1990 Average Hourly Wage
Waupun		
Metal Stamping	46	$0.72
Signs	21	0.73
Metal Furniture	71	0.72
Green Bay		
Laundry	29	0.69
Mattress Products	15	0.57
Fox Lake		
Wood Products	38	0.70
Upholstering and Laminating	28	0.77
Dane County Ferris Center		
Business Office/Sales	13	1.00
Distribution Center (Waupun)	7	0.89
Taycheedah		
Silkscreening	8	0.70
Oshkosh		
Laundry	65	0.69
Columbia		
Printing	36	0.78
TOTAL	364	$0.71 (Average)*

*Excludes business office and distribution inmate employes.

ATTACHMENT X

Correction Industries Year-End Continuing Cash Balance Since 1987-88

Industry	1987-88	1988-89	1989-90
Waupun			
Metal Stamping	$1,512,216	$2,179,223	$2,752,072
Signs	-52,371	-59,025	-95,277
Metal Furniture	-1,216,869	-1,341,351	-2,680,059
Systems Furniture	-0-	512,420	2,116,644
Green Bay			
Laundry	133,335	205,266	150,319
Linen Supply	-251,149	-235,924	-197,055
Fox Lake			
Wood Products	-3,368,018	-3,900,142	-4,151,293
Upholstering and Laminating	-620,845	-693,087	-673,579
Kettle Moraine			
Graphics	-1,474,636	-1,568,304	-1,391,228
Taycheedah			
Silkscreening	-34,742	-57,752	-68,466
Oshkosh			
Laundry	39,226	-97,380	-36,020
Janitorial Products	-121,106	-130,347	-147,975
Columbia			
Printing	-98,194	-145,213	-109,431
Distribution Center	-466,486	-537,426	-639,188
Other			
Closed Industries	-421,789	-421,863	-421,845
Continuing Cash Balance	-$6,441,428	-$6,290,905	-$5,592,381

ATTACHMENT XI

Correctional Farms
Year-End Continuing Cash Balance Since 1987-88

Farm*	1987-88	1988-89	1989-90
Central Administration**	-$206,207	-$331,973	-$512,360
Waupun/Fox Lake	-2,337,049	-2,433,943	-2,386,171
Winnebago	-1,037,254	-1,062,662	-1,032,541
Oneida	-1,017,190	-1,144,040	-1,114,821
Oregon	-260,198	-469,137	-477,355
Northern Center***	-144,047	-153,495	-141,144
Continuing Cash Balance	-$5,001,945	-$5,595,250	-$5,664,392

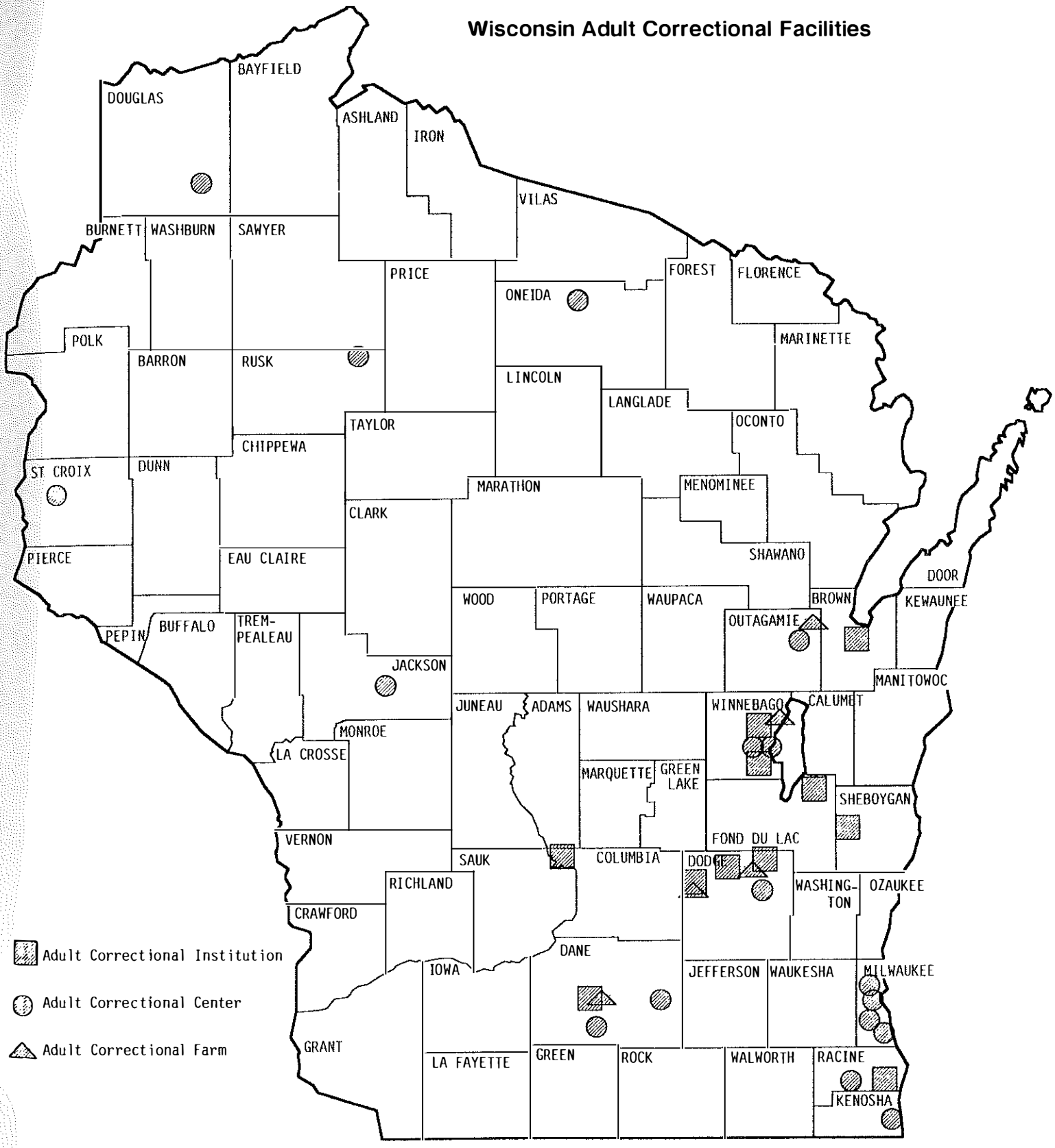
*In the 1983-85 biennium, the Waupun and Fox Lake farms were administratively combined, as were the Winnebago and Oneida farms.

**Department of Corrections does not allocate central administrative costs to individual farm programs.

***The property at Northern Center was administratively assigned to the Department of Health and Social Services on January 1, 1990.

ATTACHMENT XII

Wisconsin Adult Correctional Facilities



ATTACHMENT XII (continued)

County	Facility	Post Office	Facility Security Level
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
	Oregon Farm	Oregon	Minimum
Dodge	Dodge Correctional Institution (Reception Center-Males)	Waupun	Maximum
	Waupun Correctional Institution	Waupun	Maximum
	Fox Lake Correctional Institution	Fox Lake	Medium
	John C. Burke Center	Waupun	Minimum
	Waupun Farm	Waupun	Minimum
	Fox Lake Farm	Fox Lake	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
Kenosha	Kenosha Correctional Center	Kenosha	Minimum
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
	Oneida Farm	Oneida	Minimum
Racine	Atherton Women's Center	Union Grove	Minimum
	Racine Correctional Institution	Sturtevant	Max/Medium
Rusk	Flambeau Correctional Center	Hawkins	Minimum
St. Croix	St. Croix Correctional Center	New Richmond	Minimum
Sheboygan	Kettle Moraine Correctional Institution	Plymouth	Medium
Winnebago	Oshkosh Correctional Institution	Oshkosh	Medium
	Drug Abuse Correctional Center	Winnebago	Minimum
	Winnebago Correctional Center	Winnebago	Minimum
	Wisconsin Resource Center	Winnebago	Medium
	Winnebago Farm	Oshkosh	Minimum

ATTACHMENT XIII

Prison Capacity Growth Since 1980

Year	Project	Added Capacity	Security Level
1980	Kettle Moraine Addition	100	Medium
	Dodge Correctional Institution	366	Maximum
	Drug Abuse Center	75	Minimum
	St. Croix Center	12	Minimum
1981	Sherrer Center	32	Minimum
1982	Powers Center	60	Minimum
1984	Oregon Addition	20	Minimum
	Drug Abuse Center Expansion	50	Minimum
	Resource Center	160	Medium
1985	St. Croix Center	12	Minimum
1986	Columbia Correctional Institution	450	Maximum
	Oshkosh Correctional Institution	300	Medium
	Women's Center Expansion	20	Minimum
1989	Atherton Women's Center	50	Minimum
1990	Oshkosh Expansion	100	Medium
	Kenosha Center	60	Minimum
	John C. Burke Center	79	Minimum
	Community Residential Confinement	400	Electronic
1991*	Racine Correctional Institution	400	Medium
		250	Maximum
	Thompson Center	60	Minimum
1994*	Kettle Moraine Expansion	170	Medium
	Total Added Capacity	3,226	

*The added capacity column for 1991 and 1994 reflects projected opening dates for currently authorized facilities (1990 also reflects 400 community residential confinement beds where inmates will be confined to their residence through the use of correctional officer supervision and electronic monitoring).