



## Legislative Fiscal Bureau

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June 4, 2001

Joint Committee on Finance

Paper #257

### **Prison Construction -- Waupun Minimum-Security Housing Unit, Probation and Parole Hold Facility and Inmate Workhouse (Building Program)**

[LFB 2001-03 Budget Summary: Page 158-1, #1]

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#### **CURRENT LAW**

No provision.

#### **BUILDING COMMISSION**

Enumerate the following projects as part of the 2001-03 state building program: (a) a 100-bed minimum-security housing unit at the Waupun State Farm (\$3,045,000 general fund supported borrowing); (b) a 150-bed probation and parole hold facility at the Thompson Correctional Center in Deerfield (\$11,323,000 general fund supported borrowing); and (c) an additional 150-bed inmate workhouse (\$4,500,000 general fund supported borrowing).

#### **DISCUSSION POINTS**

1. In 1999 Act 9, construction of two inmate workhouses and regional probation and parole hold facility(ies) were authorized. These authorizations resulted in the following projects being authorized by the Building Commission:

- *Winnebago Inmate Workhouse.* On September 13, 2000, the Building Commission approved \$5,036,600 in general fund-supported borrowing for the construction of a 150-bed inmate workhouse and an expansion of the kitchen and dining space at the Winnebago Correctional Center. The workhouse is designed to provide housing for inmates participating in the work release program. As approved, the housing unit will consist of 38 four-bed sleeping units, toilet/shower facility, recreation areas, classrooms, office space, maintenance and storage areas. In addition, the

project will expand the kitchen and dining areas at the Winnebago Correctional Center to accommodate the additional inmates. Under 2001 Senate Bill 55, as approved by the Joint Committee on Finance, the facility is scheduled to open in May, 2002.

- *Sturtevant Probation and Parole Hold Facility.* On December 20, 2000, the Building Commission approved \$12,345,500 in general fund-supported borrowing for the construction of a 150-bed probation and parole hold (P&P) facility in Sturtevant, adjacent to the Racine Correctional Institution. The project as approved will be built concurrently with and attached to the Sturtevant inmate workhouse (described below), and will share food service, maintenance and support areas. The P&P hold facility will contain two 75-bed housing units. Each of the units will have televisiting, attorney interview rooms and common areas. Food service will be provided from a kitchen at the facility, staffed by inmates from the workhouse and placed on trays for offenders in the P&P facility. The facility will also have administrative and support areas, and the central control center. Under 2001 SB 55, as approved by the Joint Committee on Finance, the facility is scheduled to open in January, 2003.

- *Sturtevant Inmate Workhouse.* On December 20, 2000, the Building Commission approved \$3,199,000 in general fund-supported borrowing for the construction of a 150-bed inmate workhouse in Sturtevant. The workhouse, attached to the Sturtevant P&P Hold Facility, will consist of 38 four-bed sleeping rooms, with a central toilet/shower facility. The workhouse will also have recreation areas, classrooms, laundry, office space, maintenance, electrical and mechanical area, canteen and storage. Under 2001 SB 55, as approved by the Joint Committee on Finance, the facility is scheduled to open in January, 2003.

2. Operational costs associated with the probation and parole hold facility were not provided in the 1999-01 biennium. Funding of \$1,299,600 GPR in 1999-00 and \$3,067,000 GPR in 2000-01 for operation of the inmate workhouses was placed in the Joint Committee on Finance's supplemental appropriation for release to Corrections upon construction of the facilities. Since the facilities have not yet been constructed, Corrections has not requested release of these funds.

3. On May 31, 2001, in action regarding 2001 Senate Bill 55, the Joint Committee on Finance approved \$1,174,900 GPR and 25.0 GPR positions in 2001-02 and \$6,912,700 GPR in 2002-03 and 100.0 GPR positions annually associated with operation of the three facilities authorized in the 1999-01 biennial budget. Of the total, \$1,174,900 GPR and 25.0 GPR positions in 2001-02 and \$3,833,300 GPR and 50.0 GPR positions in 2002-03 was approved to staff the two inmate workhouses, and \$3,079,400 GPR and 50.0 GPR positions in 2002-03 was approved to staff the probation and parole hold facility.

4. The 2001-03 capital budget recommends \$18,868,000 in general fund supported borrowing for: (a) a 100-bed minimum-security housing unit at the Waupun State Farm (\$3,045,000 general fund supported borrowing); (b) a 150-bed probation and parole hold facility at the Thompson Correctional Center in Deerfield (\$11,323,000 general fund supported borrowing); and (c) an additional 150-bed inmate workhouse (\$4,500,000 general fund supported borrowing). These three projects represent the Department of Corrections' second, third and fourth capital budget priorities. (The first priority, movable equipment costs at the New Lisbon Correctional Institution,

was funded by the Building Commission at the April 18, 2001, Building Commission meeting and is not part of the 2001-03 capital budget.)

5. The projects are described as follows:

- *Waupun Farm Minimum-Security Housing Unit.* The Building Commission recommends \$3,045,000 in general fund supported borrowing to construct a 100-bed minimum security housing unit on state-owned land at the Waupun Correctional Farm. According to Corrections, the building will be designed to provide space for inmates, common showers and toilets, a security station, multipurpose area, food preparation and storage space, laundry facilities, staff offices and property storage space. Corrections indicates that minimum-security inmates assigned to facility will be those with jobs at the Waupun farm, the Industries Distribution Center, Waupun Central Warehouse and the Waupun Dairy. Inmates at the facility will have religious services, canteen, library, recreation and visiting.

- *Thompson Correctional Center (Deerfield) Probation and Parole Hold Facility.* The Building Commission recommends \$11,323,000 in general fund supported borrowing to construct a 150-bed probation and parole hold facility at the Thompson Correctional Center in Deerfield. The facility would be designed to be similar to the Sturtevant P&P Hold facility. According to Corrections, the maximum-security facility would be used to detain probation and parole offenders who have violated conditions of their supervision. The Department estimates that the length of stay at the facility would be over 30 days, with the individual length of stay depending on the reason for the hold and the investigative process. Offenders at the facility would not be given work release, but Division of Community Corrections staff would see offenders for assessment, evaluation and case planning. Depending on the length of stay, some programming could be provided.

- *Inmate Workhouse.* The Building Commission recommends \$4,500,000 in general fund supported borrowing to construct a 150-bed inmate workhouse. The facility would be designed in a manner similar to the Winnebago and Sturtevant inmate workhouses. A site for the facility is not identified, but the Commission indicates that the new workhouse would be located with an existing facility in order to share kitchen facilities. The minimum-security facility would house inmates who are either on work release or work crew activities, or whose job is to maintain the facility. As with the other inmate workhouses, the program is designed to connect inmates with jobs and enhance inmates' abilities to reintegrate into the community upon release.

6. With regard to both the Waupun farm housing unit and the inmate workhouse, Corrections indicates that the Department has a shortage of in-state minimum-security beds. As of May, 2001, the minimum-security correctional centers were operating at 146% of operating capacity, compared to a systemwide 128% of capacity. According to the Department, "The immediate emphasis for capital investment by the Department is the pressing need to increase the number of beds at medium and minimum security levels for men and women. The use of contract beds has provided relief to crowded existing institutions, but has brought a new set of issues and problems for the Department. The use of out-of-state beds is considered a temporary relief valve and not a long-term solution."

7. With regard to the Thompson Correctional Center P&P Hold facility, Corrections indicates that the Division of Community Corrections currently utilizes bed space in several county jails and in some state correctional institutions. Corrections states: "This process is expensive for the state and creates a financial and operational hardship on those counties affected. It also promotes crowding in the jails and selected DOC facilities for extended periods." By building a probation and parole hold facility in Deerfield, Correction would have probation and parole hold facilities in Milwaukee, Sturtevant (near Racine) and Deerfield (near Madison).

8. If the Committee approves the Building Commission's recommendations to enumerate the Waupun farm housing unit, the Thompson Correctional Center P&P Hold facility and the additional inmate workhouse as part of the 2001-03 state building program, operational costs will need to be provided to staff and operate the facilities. Assuming that the facilities recommended under the 2001-03 capital budget are staffed and operated as are those being funded in SB 55, operation of the new facilities would require \$7.2 million on an annual basis in the 2003-05 biennium. In addition, debt service payments, assuming a 5% interest rate on a 20-year repayment schedule, are estimated to be \$1.5 million annually.

9. While Corrections has indicated a preference for placing inmates in in-state beds and has identified a need for minimum-security beds and additional state probation and parole placement locations, concerns have been expressed that approval of certain capital projects, especially correctional facilities, results in future operating cost demands. Given that approval of these projects will result in future increased costs, the projects could be removed from the 2001-03 building program.

**ALTERNATIVES TO BASE**

1. Approve the Building Commission's recommendation to enumerate the following projects as part of the 2001-03 state building program: (a) a 100-bed minimum-security housing unit at the Waupun State Farm (\$3,045,000 general fund supported borrowing); (b) a 150-bed probation and parole hold facility at the Thompson Correctional Center in Deerfield (\$11,323,000 general fund supported borrowing); and (c) an additional 150-bed inmate workhouse (\$4,500,000 general fund supported borrowing).

<b>Alternative 1</b>	<b>BR</b>
<b>2001-03 FUNDING</b> (Change to Base)	\$18,868,000
<i>[Change to Bill]</i>	<i>\$18,868,000]</i>

2. Approve one or more of the following projects:

a. A 100-bed minimum-security housing unit at the Waupun State Farm (\$3,045,000 general fund supported borrowing).

<b>Alternative 2a</b>	<b>BR</b>
<b>2001-03 FUNDING</b> (Change to Base)	\$3,045,000
<i>[Change to Bill]</i>	<i>\$3,045,000]</i>

b. A 150-bed probation and parole hold facility at the Thompson Correctional Center (\$11,323,000 general supported borrowing).

<b>Alternative 2b</b>	<b>BR</b>
<b>2001-03 REVENUE</b> (Change to Base)	\$11,323,000
<i>[Change to Bill]</i>	<i>\$11,323,000]</i>

c. An additional 150-bed inmate workhouse (\$4,500,000 general fund supported borrowing).

<b>Alternative 2c</b>	<b>BR</b>
<b>2001-03 REVENUE</b> (Change to Base)	\$4,500,000
<i>[Change to Bill]</i>	<i>\$4,500,000]</i>

3. Take no action. This alternative would remove the Waupun state farm housing unit, additional inmate workhouse and the probation and parole hold facility at the Thompson Correctional Center from the 2001-03 capital budget.

<b>Alternative 3</b>	<b>BR</b>
<b>2001-03 FUNDING</b> (Change to Base)	\$0
<i>[Change to Bill]</i>	<i>- \$18,868,000]</i>

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