COUNTY OF MILWAUKEE Inter-Office Communication

Date: June 30, 2009

To: Supervisor Willie Johnson, Jr., Chairman

Committee on Judiciary, Safety and General Services

From: Jerome J. Heer, Director of Audits

Subject: Data on Value of the Milwaukee County Farm and Fish Hatchery Operation [File No. 09—

37(a)]

At its April 9, 2009 meeting, the Committee on Judiciary, Safety and General Services requested that the Sheriff's Office provide a fiscal analysis of the Farm and Fish Hatchery (FFH) operations at the County Correctional Facility—South (CCF—S, formerly the House of Correction). That analysis is contained in this report. It was also requested that the Department of Audit assess both the tangible and intangible value of the FFH, and to quantify that value in monetary terms. This report was prepared by Department of Audit staff using data obtained from the Office of the Sheriff and from the Hunger Task Force, a non-profit organization that operates the FFH under contract with the County, using CCF—S inmate labor.

Description of FFH Operations

The FFH farm is comprised of approximately 80 acres of land committed to gardens, orchards and nine outbuildings (two additional buildings on the site are not used for FFH purposes). Voluntary inmate labor is utilized throughout the farm under the supervision of CCF—S and Hunger Task Force staff. The inmates are not paid for their labor, but are credited with 'good time' for early release purposes. The following descriptions of FFH operations are based on material provided by the Hunger Task Force.

Gardens

Both edible and ornamental crops are grown in the FFH gardens. A 3,450 square foot greenhouse is used to establish seedlings for growth of asparagus, cabbage, pepper, tomatoes, zucchini, melons, broccoli, beans, carrots and corn. Since 2003, all crops have been donated to the Hunger Task Force for distribution to 80 area food pantries, soup kitchens and homeless shelters. Pumpkins and decorative corn are provided to the Milwaukee County Zoo and the Wehr Nature Center.

Orchards

The FFH farm includes two orchards, totaling about seven acres, with approximately 700 trees. Fruit from pear and apple trees are harvested for distribution by the Hunger Task Force. Included in this total is a parcel dedicated to the development of approximately 300 sapling maple, elm, oak and fir trees used by the Milwaukee County Parks Department for park development and maintenance.

Fish Hatchery

Approximately 40,000 adult fish are released from the fish hatchery operation each year. Forty-eight 700-gallon concrete tanks housed in a converted dairy barn are utilized, along with three outdoor ponds, to propagate hybrid bluegill/sunfish, yellow perch, largemouth bass and rainbow trout. Each 'crop' of fish take two to three years to produce. The fish are used to stock lagoons throughout the Milwaukee County Parks system. Some fish are also fed to animals at the Milwaukee County Zoo.

Supervisor Willie Johnson, Jr., Chairman, Committee on Judiciary, Safety & General Services June 30, 2009 Page 2

Firewood Program

Downed timber from the Milwaukee County Parks system is disposed of at the CCF—S farm, where inmates cut and split the wood into firewood. The firewood is used by the Parks Department in various facility fireplaces, and the remainder is sold to the general public.

Recycling Center

Outbuildings that formerly housed farm animals are used as washing, crushing and storage stations for the CCF—S recycling program. Bulk materials including cardboard, wastepaper, tin and aluminum cans, scrap metals, plastics, cloth and waste oil are all recycled. Recycled materials are sold to established buyers.

Operating Costs

As previously mentioned, inmate labor for FFH operations is voluntary. During peak times of spring planting and summer/fall harvesting, up to 25 inmates are used for farming; during non-peak times, approximately 15 inmates are used. The Fish Hatchery utilizes four to five inmates on a year-round basis.

In addition, six inmates work in a warehouse on site that the Hunger Task Force rents from the CCF—S.

Three full time equivalent Correctional Officer 1 positions are required to supervise the FFH inmate labor. Office of the Sheriff fiscal staff identified the following annual operating costs (2008 actual and 2009 budgeted) associated with the FFH operations.

Table 1
Farm and Fish Hatchery
2008 Actual Expenses

Expense Item	Farm (2 FTE)	Fish Hatchery (1 FTE)	Total (3 FTE)
Salaries-Wages Budget	\$85,723	\$42,881	\$128,603
Overtime	2,797	1,081	3,879
Social Security Taxes	6,767	3,333	10,100
Uniform Allowance	400	200	600
Fringe Benefit Transfer-Direct	(4,668)	(2,319)	(6,987)
Employee Health Care	61,537	30,561	92,098
Employee Pension	14,811	7,355	22,166
Miscellaneous	524	270	794
Other Licenses & Permit		125	125
Electricity		22,061	22,061
Natural Gas		10,717	10,717
R/M Machinery Tools Equipment	100	101	201
Bldg. & Roadway Mat (bud.)	750	750	1,500
Chemicals & Industrial Gases	448	448	896
Food & Provisions-Budget		10	10
Food for Animals		13,496	13,496
Tools & Minor Equipment	134	134	268
Repair PtsNon-Motor Vehicle	215	215	430
Expenditure Totals	\$ <u>169,538</u>	\$131,419	\$ <u>300,957</u>

Source: Office of the Sheriff fiscal staff from Advantage records.

Farm and	able 2 Fish Hatche ted Expendit		
	Farm (2 FTE)	Fish Hatchery (1 FTE)	
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Total

Expense Item	(2 FTE)	(1 FTE)	(3 FTE)
Salaries-Wages Budget	\$86,490	\$43,245	\$129,735
Social Security Taxes	6,619	3,309	9,928
Fringe Benefit Transfer-Direct	81	41	122
Employee Health Care	53,948	26,974	90,922
Employee Pension	17,130	8,565	25,695
Other Licenses & Permit		50	50
Electricity		20,000	20,000
Natural Gas		4,400	4,400
Bldg. & Roadway Mat. (bud.)	750	750	1,500
Food & Provisions-Budget		8,000	8,000
Tools & Minor Equipment	2,000	2,000	4,000
Repairs PtsNon-Motor Vehicle	500	500	1,000
Totals	\$ <u>167,518</u>	\$ <u>117,834</u>	\$ <u>285,352</u>

Source: Office of the Sheriff fiscal staff from Advantage records.

In addition, the Hunger Task Force estimated it contributed approximately \$175,000 in staff time, supplies, equipment and repair costs in 2008.

The 2009 Adopted Budget contained the following provision:

"The amount appropriated for the Appropriation for Contingencies contains an earmark of \$294,850 for the continued operation of the farm and fish hatchery program at the House of Correction if electronic surveillance revenues are not sufficient to cover the cost of the program. House of Correction administrators shall determine if additional funding is necessary to operate the farm and fish hatchery program due to a shortfall in electronic surveillance revenues. If needed, HOC administrators shall submit an appropriation transfer request to cover the shortfall from the Appropriation for Contingencies for consideration in 2009."

According to Office of the Sheriff fiscal staff, as of the preparation of this report, the CCF—S is experiencing a deficit in anticipated electronic surveillance revenue due to far less people employed than budgeted, in part due to the poor economy. A combined \$1.6 million was budgeted for electronic surveillance revenue from inmates at the CCF—S and CCF—Central (formerly known as the Criminal Justice Facility, or County Jail). As of June 29, 2009, total revenue of just \$239,000 of the \$1.6 million budgeted for electronic surveillance revenue had been posted to the County's books.

The 2010 budget request submitted to the County Executive by the Office of the Sheriff continues funding of the FFH operation at a total cost of \$326,678 but removes any connection to electronic surveillance revenue.

Capital Costs

The Sheriff's Office has provided a list of approximately \$145,000 of repairs it has determined are needed for continuation of the FFH operation (see Attachment A). The director of the Hunger Task Force disputes that assessment, indicating that the non-profit organization routinely spends between \$5,000 and \$10,000 annually on equipment and facility repairs. An inventory of major equipment used at the FFH was provided by the Hunger Task Force (see Attachment B). For most equipment items, the inventory includes year of acquisition, approximate value and condition, and ownership (County or Hunger Task Force).

Based on our review of the above information and a walk-through of the FFH facilities, we believe that the list of maintenance and repair items identified by the Office of the Sheriff are generally necessary and appropriate expenditures for the safe operation of the FFH programs. It is doubtful, however, that failure to fund the entire list of proposed expenditures in the next year is sufficient reason to discontinue FFH operations. For instance, \$24,000 for demolition of two buildings (a former Granary and a brick storage building) no longer used for FFH operations could potentially be delayed.

Tangible Benefits

Using conservative retail values for produce, nursery stock and fish stock, as well as actual sales revenue from the Firewood and Recycling programs, we estimate the following monetary values attached to the tangible benefits of the Farm and Fish Hatchery.

- Food for the poor and elderly. According to the HTF, produce from the FFH is used in the
 preparation of 58,000 meals served to 34,000 individuals at local soup kitchens and homeless
 shelters. Produce from the farm that was harvested by inmates and distributed by the Hunger
 Task Force in 2008 had a total value of approximately \$81,000 (see Attachment C).
- Fish stock. The Fish Hatchery produces approximately 40,000 fish annually. The fish are used primarily to stock the lagoons and ponds in the Milwaukee County Parks system. Attachment D is a listing of fish stock provided by the Fish Hatchery to various parks in the system in 2008 and 2009. Based on a limited internet search for retail fish stock, we estimate the value of the fish provided in the two-year period was approximately \$168,000, or about \$84,000 annually. The Fish Hatchery also provides some fish stock to the Milwaukee County Zoo for animal feed.
- Tree Stock for Parks. The Parks Department uses an unknown number of saplings maintained at FFH orchards to replenish stock throughout the Milwaukee County Parks system. Neither the Hunger Task Force nor the Parks Department could provide documentation of the number of trees transplanted annually for Parks use.
- Firewood to Parks. According to CCF—S staff, revenue from firewood sales in 2008 was approximately \$1,000 per month, or about **\$12,000** for the year.
- Recycled materials sales. In 2008, revenue from recycled materials totaled approximately \$14,500.
- Rental fees from Hunger Task Force. The 10-year lease between Milwaukee County and HTF, executed in December 2006, provides for annual lease payments of \$20,000 for The Hunger Task Force's use of the FFH land and buildings.

The FFH may potentially be a small alternative food source for animals at the County Zoo. Several animals at the Zoo are fish eaters. Currently, the Milwaukee County Zoo purchases ocean-caught fish for seals, penguins and other fish-eating birds. As the ocean fisheries become depleted, the cost of those fish will rise. The Zoo would like to find alternative fish sources to feed some of the animals to augment the ocean-caught fish. The FFH has grown two batches of trout eggs up to feedable size trout in indoor cement ponds for the Zoo. The FFH environment is ideal for producing parasite-free fish. The fish that were produced were tested and found to be acceptable, both on pathologic examination and in taste trials with the Staff at the Zoo and CCF-S were having informal discussions regarding the appropriate level of cross-charges for this activity when the former House of Correction was transferred to the Office of the Sheriff. There is some question as to the viability of the FFH producing larger quantities of food for Zoo animals, however, as the food must be flash-frozen and packaged for year-round consumption. Whether or not FFH fish can be a consistent, economic source of food for the Zoo will depend on agreement for appropriate cross-charges and the market price for ocean-caught fish. In 2009, the Zoo anticipates spending approximately \$20,000 on ocean-caught fish.

In total, we estimate the value of tangible benefits provided by operation of the FFH totals approximately **\$211,500**.

Intangible Benefits

We asked each of the major stakeholders in the FFH operation to identify any intangible benefits derived from the program. Following is a compilation of the benefits described by staff from the Office of the Sheriff, Hunger Task Force, Parks Department, and the Milwaukee County Zoo.

Sending inmates to the farm for work assignments are considered an inmate management tool. Those inmates are out of the dorm for most of the first shift and come back to the dorm at the end of the day tired and less likely to cause problems in the dorm.

- Inmates are able to learn skills that are transferable to work situations. Inmates can get certified
 to operate fork trucks and pallet jacks. They get real warehouse training which would support a
 \$10—\$14 hourly job even with a felony conviction.
- FFH work experience also assists inmates in their personal lives. It provides opportunities to realize the fruits of their labor and to feel good about the service they are providing to the community. It provides opportunities for inmates to 'give back to the community,' to 'repay their debt to society.'
- The farm creates a visual and physical distance from surrounding residential areas.
- The taxpayer cost of inmate programming is subsidized by the Hunger Task Force, which does not request County, state or federal funding to run the FFH programming.
- County citizens receive the opportunity to catch fish in Milwaukee County—no trips to outlying locations are necessary. Seniors have affordable fishing; kids and people with disabilities learn fishing from volunteer fisherman's organizations.
- County Park lodges get free fire wood, chopped and loaded.
- Citizens can purchase excess firewood, at inexpensive rates.

Supervisor Willie Johnson, Jr., Chairman, Committee on Judiciary, Safety & General Services June 30, 2009 Page 6

- County Parks and the Zoo get pumpkins for Halloween and other events.
- The cardboard waste of the CCF—S is recycled.

This report was presented for informational purposes.

Jerome J. Heer Director of Audits

JJH/DCJ/cah

Attachments

cc: Lee Holloway, Chairman, Milwaukee County Board of Supervisors Judiciary, Safety and General Services Committee Members Supervisor Elizabeth Coggs, Chairwoman, Committee on Finance and Audit Scott Walker, Milwaukee County Executive David Clarke, Jr., Milwaukee County Sheriff Cynthia Archer, Director, Department of Administrative Services Sue Black, Director, Department of Parks, Recreation and Culture Chuck Wickenhauser, Director, Milwaukee County Zoo Sherrie Tussler, Executive Director, Hunger Task Force Terrance Cooley, Chief of Staff, County Board Staff Steve Kreklow, Fiscal and Budget Administrator, DAS Steve Cady, Fiscal and Budget Analyst, County Board Staff Delores 'Dee' Harvey, Chief Committee Clerk, County Board Staff



MILWAUKEE COUNTY SHERIFF'S OFFICE

DATE: March 17, 2009

REPORT

TO: Inspector Richard Schmidt FROM: Major Jeffrey L. Mayer RE: Fish Hatchery Repairs

Fish Hatchery Repair Estimate

Missing Pond: Remove topsoil and add clay subsurface for strength.	\$8,000.00
Barn	
West side front façade of barn: Repair with crack sealer.	\$200.00
1 st Floor Capped water pipes (old dairy barn): Remove pipes and cap below floor:	\$300.00
Window: Replace	\$300.00
Air Conditioner: Replace Clean ceiling and paint: Remove floor: Replace with laminate floor Staff bathroom: paint floor	\$450.00 \$150.00 \$1,000.00 \$150.00
Basement	
Basement Sump Pump: re-pipe crock and repair enclosure: Compressor: replace Basement: pipe peneration in ceiling. Repair ceiling:	\$600.00 \$500.00 \$200.00
Tractor: replace tires	\$2,000.00
Inmate Break Area: Replace refrigerator Hang fire extinguishems:	\$800.00 \$100.00



MILWAUKEE COUNTY SHERIFF'S OFFICE

DATE: March 17, 2009

REPORT

Inmate Break Area: Remove junk furnisher: replace	\$1,000.00
Laundry Room: Replace dryer	\$600.00
Inmate Shower: Insuall fiberglass shower insert & install new plumbing	\$800.00
Inmate Restroom	#1 #AA AA
Floors: strip floors and reapply spoxy coating;	\$1,200.00
1 st floor Inmate Clothing Storage: Install lockers (20)	\$1,500.00
Fish Hatchery	
Windows: replace glass block	\$100.00
Paint all windows	\$2,500.00
North Overhead Door: replace	\$1,000.00
Fish Hatchery Doors Install tamper proof secure fire extinguisher cabinets (6)	\$1,000.00
Fish Tanks: Repaint (48) 700-gallon tanks:	\$5,000.00
Fire Pump New pump already installed	92,000.00
Fire Pump Room: Replace section of plaster ceiling:	\$200.00
Fish Hatchery floor: paint with epoxy floor:	\$10,000.00
Abandon Hot Water Heaters: remove	\$10,000.00 \$2000.00
Loft Staircase: paint walls	\$300.00
Loft: Clean and organize equipment purchase racking	\$2,000.00
Loft North and South Exterior Doors: Replace	\$2,000.00
Silo Exterior Doors: Replace	\$1,000.00
Silo Room: replace and repair plaster and paint	\$7,200.00
Breezeway: Organize, install cabinets, flammable cabinet storage, workbenches	\$3,500.00
Carpenter Room: Repair Ceiling and repaint walls	\$1,800.00
Install workbenches and replace shelving:	\$1,200.00
Misian workbenches and replace shelving.	\$1,2VV.VV
Water Storage Tank: re-insulate	\$1,100.00
Water Tank Room: paint	\$1,500.00
40-gallon hot water heater: replace	\$600.00
Barn: stain exterior	\$7,500.00



MILWAUKEE COUNTY SHERIFF'S OFFICE

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REPORT

Farm Equipment Storage Exit Door: replace	\$300.00
Repair windows:	\$600.00
Floor: replace with asphalt floor	\$30,000.00
Granary: Tear down and remove	\$20,000.00
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Slaughter House Refrigeration Cooler: rebuild wall	\$10,000.00
Recycling Barn: Remove abandon electrical service	\$3,000.00
Paint exterior:	\$4,000.00
Replace windows	\$1,000.00
Greenhouse	
Demolitious abandon Brick Storage Barn (West side of 68th)	\$4,000.00
Fish Hatchery Sign: Repaint	\$700.00
Estimate Total:	\$144,950.00

HTT Farm Produce Yields 2008

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	30	-	29	28	27	26	25	24	23	22	21	20	19	18	17	16	15	14	13	12	<u></u>	10	9	ထ	7	6	ග	4	ω	N		
TOTALS	KOHLRABI	OTHE,	ZUCCHINI	WATERMELON	TOMATOES	SPINACH	SQUASH, YELLOW	SQUASH, BUTTERNUT	SQUASH, ACORN	PUMPKINS HTF	PUMPKINS MILW.CO.	POTATOES	PEPPERS, HOT	PEPPERS, BELL	PEARS	ONIONS	MUSTARDS	CUCUMBERS	CORN	COLLARDS	CAULIFLOWER	CARROTS	CANTALOUPE	CABBAGE, RED	CABBAGE, NAPPA	CABBAGE	BOK CHOI	BROCCOLI	BEANS, GR.	ASPARAGUS	APPLES	CROP
315,713	285		18,408	28,655	9,406	90	6,854	3,200	19,434	4,200	12,624	40,242	1,808	20,290	1,800	7,800	2,430	9,032	37,467	3,991	1,652	2,422	10,790	see cabbage	1,012	30,390	7,106	4,050	11,254	1,603	17,418	POUNDS
100/CWT	\$ 36.00	ософ сутуп для для можно вой до носо сей до не до надамента в можно сер се надамента для в можно до надамента на надамента в можно в надамента	THE PROPERTY OF THE PROPERTY O	THE RESIDENCE OF THE PROPERTY	\$ 81.20	\$ 32.20	\$ 28.80	\$ 28.80	\$ 28.80	\$ 10.50	\$ 10.50	\$ 9.53	\$ 31.90	\$ 31.90	\$ 24.65	\$ 11.50	\$ 32.00	\$ 24.40	\$ 22.20	\$ 32.00	\$ 34.30	\$ 22.60	\$ 14.80	\$ 16.40	\$ 36.00	\$ 16.40	\$ 34.00	\$ 36.70	\$ 60.50	\$ 99.10	\$ 54.00	PRICE per 100/CWT
\$81,270.98	\$ 102.60	ŧ	တ	69	\$ 7.6	ક	€ \$		ري ج	⇔	49	↔		€9		\$ 897.00	\$ 777.60	↔	⇔ ∝	₩.	-	\$ 547.37	\$ 1,596.92		-	⇔ 4	-	&		\$ 1,584.00		VALUE

Price information based on USDA Data for 2007

HOC Fish Hatchery Stocking Numbers

	20	008		2009	
<u>Park</u>	Perch <u>(7"-9")</u>	Sunfish (5"-7")	Perch (7"-9")	Sunfish <u>(5"-7")</u>	Trout (15"-18")
Brown Deer	2,300	1,050	2,300	1,100	110
Dineen	1,200	500	1,300	500	
Estabrook	400	200	450	250	
Grant	820	380	450	250	
Greenfield	2,300	1,050	2,300	1,100	110
Holler	400	200	450	200	
Humboldt	2,160	840	1,850	750	90
Jakobus	200	100	450	250	
Juneau	1,600	750	1,600	800	
Kosciuszko	1,200	500	1,300	500	
McCarty	1,760	740	1,850	750	90
McGovern	2,160	840	1,850	750	90
Mitchell	1,620	680	1,700	700	90
Saveland	200	100	450	250	
Scout Lake	2,700	1,150	2,300	1,100	110
Sheridan	1,620	680	1,700	700	90
Washington	2,300	1,050	2,300	1,100	110
Wilson	2,700	1,150	2,300	1,100	110
Subtotal	<u>27,640</u>	<u>11,960</u>	<u>26,900</u>	<u>12,150</u>	<u>1,000</u>
Total	<u>39</u> .	600		<u>40,050</u>	