

**Scott Walker**  
Governor

**Gary H. Hamblin**  
Secretary



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## State of Wisconsin Department of Corrections

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November 10, 2011

The Honorable Scott Walker  
Governor of Wisconsin  
State Capitol Building  
Madison, WI 53702

Mr. Robert Marchant  
Senate Chief Clerk  
17 W. Main Street Suite 401  
Madison, WI 53703

Mr. Patrick Fuller  
Assembly Chief Clerk  
17 W. Main Street Suite 208  
Madison, WI 53703

Dear Governor Walker and Messrs. Marchant and Fuller:

As required by §15.04(1)(d) Wisconsin Statutes, the Department of Corrections (DOC) submits its 2009-2011 biennial report summarizing the performance and operations of the department for the biennium.

The Department's primary mission is the safety and security of the public through incarceration of inmates in correctional facilities and through the supervision of offenders in the community. In addition, we must provide a safe and secure environment for our staff in carrying out their duties and to provide offenders with opportunities to be successfully reintegrated into society when they are released.

In addition to this report, a fully developed report on the Becky Young funding for reentry projects was submitted earlier this year. That report can be reviewed online at [http://www.wi-doc.com/index\\_adult.htm](http://www.wi-doc.com/index_adult.htm).

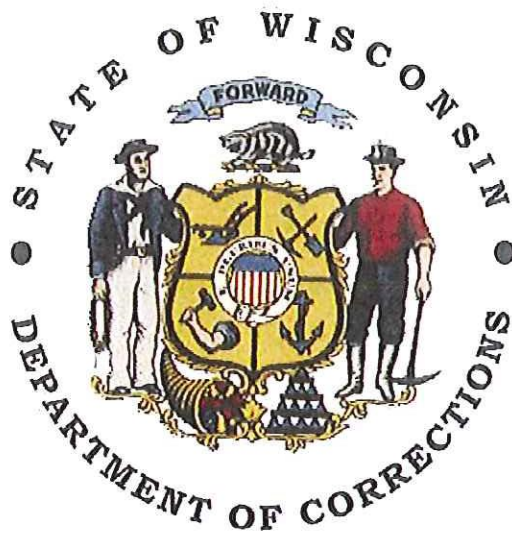
Thank you for the opportunity to share this information about the Department of Corrections' progress in fulfilling its mission.

Sincerely,

A handwritten signature in black ink, appearing to read "Gary H. Hamblin".

Gary H. Hamblin  
Secretary

**STATE OF WISCONSIN**  
**DEPARTMENT OF CORRECTIONS**



**2009-2011 BIENNIAL REPORT**

**NOVEMBER 2011**

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## INTRODUCTION

This report is submitted as required under Wisconsin State Statute § 15.04 (1) (d) to report on the performance and operations of the Department during the preceding biennium and projecting goals and objectives of the department as developed in the current biennial budget.

## AGENCY MISSION

The Department of Corrections (Department) protects the public by securely confining offenders, supervising offenders in the community, attacking the root causes of criminal behavior, partnering with other private and public agencies for coordinated and integrated corrections programs, and promoting progressive correctional policy by providing proactive leadership on corrections issues.

The Department of Corrections will protect the public through the constructive management of offenders placed in its charge.

This mission will be accomplished in the following ways:

- Providing levels of supervision and control consistent with the risk posed by the offender.
- Assuring that staff and offenders are safe.
- Assuring that staff function professionally, honestly and with integrity.
- Being responsive and sensitive to victims, victims' families and a diverse community.
- Providing for the humane and respectful treatment of offenders.
- Providing opportunities for the development of constructive offender skills and the modification of thought processes related to criminal behavior and victimization.
- Treating a diverse workforce as valued partners by fostering staff development and effectiveness.
- Providing and managing resources to promote successful offender integration within the community.
- Holding offenders accountable for their actions through sanctions, restitution, and restoration.
- Developing individualized correctional strategies based on the uniqueness of each offender.
- Being accountable to taxpayers through efficient, effective and innovative management of resources.
- Actively responding to staff victimization and promoting wellness.
- Educating the public on what we do and how we do it.

## AGENCY VISION

The Department of Corrections will reduce criminal behavior and restore a sense of safety to victims and the community.

To achieve this vision we will build on our Mission Statement in the following ways:

- Share ownership for justice through partnerships with the criminal justice system and the community.
- Learn from the community and promote opportunities for the community to learn from us.
- Hold offenders accountable by requiring them to contribute to the recovery of victims and the community.
- Work with the community to engage offenders and prevent them from becoming anonymous.
- Promote the integration of offenders into the community so that they become valued and contributing members.
- Create a sense of community and mutual responsibility in the workplace.

#### **DOC PERFORMANCE AND OPERATIONS (2009-2011)**

The 2009-2011 Budget set forth Governor Doyle's Goals and Objectives for the Department of Corrections. The major initiatives include the following:

##### **A. MENTAL HEALTH SERVICES IMPROVEMENTS**

The FY09-11 budget recognized the need to support enhanced mental health services for female inmates at the Taycheedah Correctional Institution and security at the newly created female inmate unit at the Department of Health Services' Wisconsin Resource Center.

The Department of Corrections and the United States Department of Justice (US DOJ) entered into a four year agreement in September 2008 to address federal findings following an investigation that mental health treatment provide to Taycheedah Correctional Institution (TCI) inmates with serious mental illness was constitutionally inadequate. Unrelated to the US DOJ investigation, the Department of Corrections and the American Civil Liberties Union (ACLU) entered into an agreement to settle a class action lawsuit which alleged among other issues constitutional violations in the provision of mental health care to TCI inmates with serious mental illness.

In accordance with both agreements, the Department has made numerous significant improvements in the provision of mental health care to female inmates with serious mental illness. Examples of actions taken to improve health care include:

- In collaboration with the Wisconsin Department of Health Services, building a 45-bed mental health facility for female inmates (Wisconsin Women's Resource Center);
- Building additional mental health program and office space in two buildings on TCI grounds which are now scheduled to open in March 2012;
- Increasing significantly the number of mental health professionals and medical professionals at TCI. This has resulted in improved quality and access to care with significantly greater hours of treatment time available to female inmates with serious mental illness;
- Expanding on the improvements in direct care at TCI by increasing the hours of staff training provided on issues related to the care and treatment of inmates with mental illness;
- Developed and implemented a comprehensive quality improvement system to ensure continued implementation and monitoring of the improvements and;
- Hiring a consultant upon whom the parties mutually agreed to conduct site visits every six months and review the progress of the DOC toward compliance with the terms of the agreements. The Department has achieved substantial compliance with six of the standards established by the US DOJ Memorandum of Agreement and is well on its way towards achieving substantial compliance for the remaining standards.

## **B. CRIMINAL JUSTICE REFORM INITIATIVE**

The FY09-11 Executive Budget proposal recommended implementing several measures to ensure smart, cost-effective offender management that improves resource allocation and enhances public safety. The intent of the recommended changes was to prioritize correctional programs and personnel to target higher-risk violent offenders, as identified through an objective risk assessment instrument, and more effectively use limited resources.

2009 Wisconsin Act 28 created seven new early release tracks for non-violent inmates incarcerated in the adult prison system. The intent of this legislation was to create an array of release mechanisms designed to reinforce positive institution adjustment, increase involvement in treatment/programming to reduce risk, and curb growing corrections costs.

In response to this Act, effective October 1, 2009, the Department of Corrections accomplished the following:

- Created and promulgated related emergency rules, Department policies and procedures;
- Created a system-wide database to document and monitor each case under review and to track the outcomes of inmates released under one of the release tracks;
- Developed and conducted training for over 3,000 DOC employees and conducted training seminars for the judiciary, district attorneys and public defender across the state, and;
- Effectuated the release of 666 inmates during the effective period of the law, resulting in approximately 72,000 days of averted confinement time.

#### **C. BETTER COMMUNITY OUTCOMES**

The FY09-11 budget provided funding and position authority to enable the Department of Corrections to purchase tools for offender risk assessment, better manage purchase of services dollars, research and measure programs, and maintain dual-diagnosis rehabilitation programming.

Reentry is consistent with our mission to protect the public through constructive management of offenders. We continue to implement interdisciplinary approaches that support reducing recidivism, increasing public safety and economic stability.

The Becky Young appropriation has assisted the Department in the implementation of its Reentry Business Plan. Reports on both are available at [\(Link\)](#). Specifically, the Plan is:

- To procure a new risk assessment/case management system to better implement strategic, coordinated and successful reintegration planning from an offender's intake to the Department through discharge from community supervision. Ensuring successful community integration, either from prison or while on community supervision, requires employing a risk-assessment instrument/system that measures each person's propensity to re-offend as well as the needs and factors that may influence this propensity;

- To provide expanded release planning, wrap around and family reintegration services in the community for offenders in jails and prisons who are returning to the community;
- To provide evidence-based cognitive-behavioral, mental health, and substance abuse treatment services as well as cognitively-based living programs targeted to intervene in critical junctures of an offender's progress toward integration and prevention of recidivism;
- To provide supervision and services to higher-risk individuals with serious mental health diagnosis releasing from the Wisconsin Resource Center and Taycheedah Correctional Institution;
- To expand capacity of existing employment programs and transitional employment strategies for offenders on community corrections supervision;
- To develop a data system for monitoring offenders receiving community services and evaluate the effectiveness of those services in decreasing violations and recidivism; and
- To evaluate the quality of existing investments in risk reduction programs, and to provide staff the means to critically evaluate contractual and programmatic performance outcomes and quality improvement plans to ensure the goals of the use of these funds are met.

#### **D. IMPROVED SEX OFFENDER MANAGEMENT**

2005 Wisconsin Act 431 and 2007 Wisconsin Act 20 created W.S. 301.48 and requires the Department to place certain sex offenders on lifetime GPS tracking upon their release from prison (parole, extended supervision, maximum discharge); or, upon being placed on probation for a serious child sex offense (Level 1 child sex offense or Level 2 child sex offense); or, upon being granted supervised release; or being discharged from a s. 971 or s. 980 commitment.

The 2009-2011 Budget set forth Governor Doyle's goals and objectives for the Department of Corrections in this area as well. A major initiative was a provision to provide funding and position authority to support increased caseloads related to sex offender management. The number of offenders estimated to be on GPS tracking at the end of FY 11 was 331; however, the actual number was 441.

*Allocated Positions:*

Staffing in 2010-11 included:

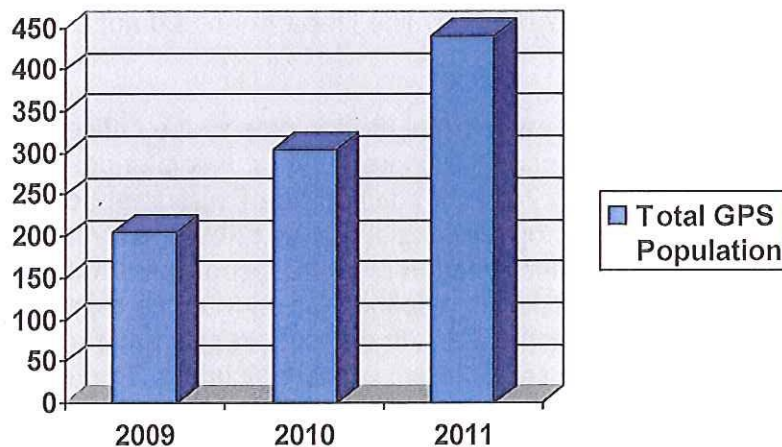


- (a) Monitoring center, 9.5 corrections communications operators and 0.75 supervisors;
- (b) Community corrections staffing, 10.0 probation and parole agents, 0.5 supervisor, 2.5 office operations staff, and 1.0 business office financial specialist;
- (c) Sex offender registry staff, 4.0 corrections program specialists, 1.0 program administrator; 1.0 supervisor, and 2.0 office operations staff; and
- (d) Presentence investigations evaluations, 3.0 psychologists

Positions were allocated and filled as GPS populations reached the benchmarks.

*GPS Actual Populations vs. Projections*

July 2009 (actual)	July 2010 (actual)	July 2011 (actual)	July 2011 (projected)
206	304	441	331



**E. ADAM WALSH ACT IMPLEMENTATION**

Title I of the Adam Walsh Child Protection and Safety Act of 2006 is known as the Sex Offender and Registration Act (SORNA). It requires all sex offender registry jurisdictions to comply with substantial implementation of the federal guidelines set forth by the U.S. Department of Justice initially by July 27, 2009. Since that time, Wisconsin has obtained two one-year extensions and substantial implementation is necessary by July 26, 2011.

The 2009-2011 Budget set forth Governor Doyle's Goals and Objectives for the Department of Corrections. A major initiative was a provision to fund the development of a new sex offender database and other activities to implement the Adam Walsh Act (AWA). The Adam Walsh legislation did not pass in the previous biennium, therefore, these funds were not provided to the Department.

Specifically, the Governor sought to provide funding for database upgrades, including developing applications to add and update required data elements, creating database tables, developing interfaces to the internal and external systems, developing additional search capacities, interfacing to an electronic content management system, and project management. The changes required by the federal act include adding foreign convictions to the registry, incorporating the federal tier system of classifying offenses, providing more detailed information on the registry as well as in-person registration verification, and expanding public access to registry information.

The final budget placed the funding in FY 2009-10 for database upgrades to the Department's sex offender registry to comply with the federal Sex Offender Registration Notification Act in the Joint Finance Committee's supplemental appropriation for the Department to request under s. 13.10 of the statutes after state legislation is enacted to bring Wisconsin into compliance with federal legislation. The Department did not utilize these funds.

Wisconsin has submitted an implementation plan to the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART) in July 2011. In addition, the Department of Corrections has drafted proposed legislation to substantially implement the AWA. Within the implementation plan the Department has identified three issue items in the federal guidelines which must be resolved if Wisconsin is to implement the AWA in a fiscally responsible manner that maintains the community safety intent of the legislation. These include:

- 1. In-person reporting.** The Department is proposing a modified reporting requirement which would require all registrants to report in person at least once a year, with a combination of three other verifications of mail or in person random residence verifications based on the registrant's offense tier.
- 2. Retroactivity.** Wisconsin DOC is proposing a SORNA enactment date that will impact current registrants but eliminate the need to decipher historical sentencing considerations and retain judicial discretion. This will also mitigate potential registrant litigation and other legal challenges.

3. **Data system requirements.** Substantial compliance will require the need to collect, store and access several new data elements which registrants will be required to report. The Department's current Sex Offender Registry data system is antiquated and cannot be modified. A new system will need to be developed and deployed to substantially implement AWA.

## F. SAFE INITIATIVE

The Sex Offender Apprehension and Felony Enforcement Initiative (SAFE) is a program administered in the Wisconsin Office of Justice Assistance which is designed to enforce Wisconsin law to protect children and keep our communities safe from sex offenders. Through the SAFE Task Force, local, state and federal justice agencies are pooling resources and coordinating activities to:

- Hold sex offenders accountable for their actions.
- Prevent sex offenders from becoming anonymous in our communities.
- Apprehend and prosecute offenders who fail to report their whereabouts to authorities.

The SAFE team is a small group of former law enforcement investigators who work closely with the DOC Sex Offender Registry Specialists to determine the location of sex offenders that go missing, and to refer them to law enforcement for arrest and prosecution as warranted. Through the use of technology and intelligence gathering this unit has been highly successful in locating non-compliant sex offender registrants:

- SAFE has accounted for more than 5,300 sex offenders certified as non-compliant since the inception of the program.
- Of the 5,300 sex offenders accounted for, approximately 2,250 have been arrested by law enforcement for Sex Offender Registration violations. Approximately 60% of those arrested are on the registry for convictions involving juvenile victims.
- In 2005, the overall compliance rate for 17,302 sex offender registrants was 82%. Registry compliance rates in 2011 for the 22,019 registrants are approximately 90%.

## G. DNA INITIATIVE

In September of 2009 the Department of Justice (DOJ) conducted a preliminary audit on the collection of DNA samples, as required by law, and found there may be as many as 12,000 convicted offenders who had failed to provide a DNA sample to the Wisconsin DNA databank. Subsequent analysis conducted by the Department of Corrections indicated that there were over 17,000 DNA samples not collected.

Immediately following the audit findings, a multijurisdictional DNA Task Force was formed to examine and identify systemic problems in the collection, submission and tracking of DNA and make recommendations to improve the entire process. Since the publication of the Task Force findings and recommendations in May of 2010, the Department has accomplished the following:

- Promulgated formal policies and procedures regarding DNA collection, submission and tracking across the Divisions of Adult Institutions, Community Corrections and Juvenile Corrections;
- Conducted a statewide training program for Department staff involved in DNA collection;
- Implemented an automated means to accurately identify offenders who are placed under Department custody or supervision and who were obligated to provide a DNA sample;
- Implemented a centralized system to monitor, track and report on uncollected samples;
- In collaboration with the DOJ, established a data interchange to track DNA collection through receipt and processing with the Crime Laboratory;
- In concert with the Office of Justice Assistance, established a formal relationship with the Sex Offender Apprehension and Felony Enforcement (SAFE) Task Force to locate and obtain DNA samples from ex-offenders who are required to provide a DNA sample, but are no longer under the direct custody or supervision of the Department. To date, the SAFE Task Force has confirmed obtaining DNA samples from over 3,300 ex-offenders;
- In collaboration the DOJ and SAFE Task Force, created a flag in the Computerized Criminal History (CCH) system that alerts law

enforcement officials to those offenders who are no longer under Department supervision and are still required to provide a DNA sample. To date, over 2,500 "DNA Needed" flags have been set in the CCH.

- Deployed Rapid ID technology at all prison intake sites, as well as at specified Community Corrections offices, in order to accurately confirm the identity of an offender through electronic fingerprint scanning.
- Collected over 9,300 DNA samples from offenders who were required to provide a sample but where previously a sample had not been obtained.

#### **H. DRUG ABUSE CORRECTIONAL CENTER OPERATIONS**

2005 Wisconsin Act 25 included \$13,900,000 in general funding for the construction of a new Drug Abuse Correctional Center (DACC). This 300-bed minimum security correctional center for adult male offenders will replace the existing 282-bed DACC building located in Winnebago County. The new DACC is scheduled for completion on December 15, 2011. DACC provides Earned Release programming authorized under s. 302.05, Stats., for the Department. The Earned Release Program is a six-month, abstinence-based program that includes AODA and OWI components.

#### **I. MILITARY "WELCOME HOME" INITIATIVE**

The FY09-11 Executive Budget proposal included an emphasis on providing services to support successful reintegration of Department employees returning to work from active duty in the U.S. armed forces.

The Department has nearly 1,600 employees with current or prior military service and over 200 who currently serve in the military and the agency simultaneously. The Military "Welcome Home" Initiative is designed to assist with many of the obstacles facing these employees and their families prior to, during and upon return from extended military deployments. Pre-deployment and post-deployment information packets with a letter of support from the Secretary are issued to each employee prior to and upon return from deployment. These packets are designed to improve the employer/employee communication link with special emphasis on ensuring accurate and timely payroll and benefit administration.

Upon return to work, the initiative provides these employees with a minimum three day on-the-job transition period to include job shadowing and an assigned mentor to bring them up to date on operational changes

and provide refresher training. The initiative also requires the training of all staff members to provide an understanding of issues that returning veterans may experience. Recognition of the dedication and service of all military veterans was celebrated at facilities throughout the state during Veteran's Week to include a highly successful Department-wide ceremony attended by many veterans and staff.

The Department's Military "Welcome Home" Initiative received national recognition as an innovative government program by the Ash Center for Democratic Governance and Innovation.

## **J. ACT 100 OPERATING WHILE INTOXICATED (OWI) IMPLEMENTATION**

In December of 2009 Wisconsin enacted Act 100, legislation increasing the penalties for OWI convictions. Effective July 1, 2010, those convicted of OWI 2<sup>nd</sup> and 3<sup>rd</sup> offenses could be placed on probation supervision with the expectation that supervision, assessment and other community treatment options would be provided. The Legislature provided the Department an appropriation to provide this additional community probation supervision, staff and fund a monitoring center, and provide enhanced community treatment for 2<sup>nd</sup> and 3<sup>rd</sup> OWI offenders.

The Department created the Act 100 Committee to oversee the implementation of this legislation. During the biennium, the Department developed and implemented supervision for OWI 2<sup>nd</sup> and 3<sup>rd</sup> offenders by incorporating evidence-based strategies for monitoring and providing treatment targeted at the hardcore drunk driver. All field staff in Community Corrections was trained in these strategies and policy was implemented. Supervision of these OWI 2<sup>nd</sup> and 3<sup>rd</sup> offenders includes the use of the alcohol monitoring device the Sobriator as well as the Transdermal Alcohol Detection (TAD) to monitor an offender's alcohol usage electronically. Positions were added to the Monitoring Center for this purpose.

In addition to internal training and discussion, the Department has reached out to community stakeholders regarding Act 100 implementation. In May of 2011 staff attended the state Judicial Conference to share the Department's Act 100 supervision plan. Additionally, a partnership with many counties was established to assist offenders in obtaining their Intoxicated Drivers Program Assessment. The Department also partnered with the Department of Health Services (DHS) to implement a unique OWI Treatment Court pilot in Dane County and plans are progressing to implement another one in a rural county. DHS also assisted DOC in implementing certified AODA programs utilizing purchase of services

funds to ensure offender compliance with the Department of Transportation Driver's Safety Plan.

## ISSUES FOR INCOMING ADMINISTRATION

In January 2011, a new leadership team led by Governor Scott Walker took the helm of the great State of Wisconsin. The new administration's immediate task was meeting the challenge of a \$3.6 Billion dollar structural deficit as well as rectifying a current budget shortfall of over \$300 million. Governor Walker appointed Secretary Gary Hamblin to provide integrity-based leadership for the Department of Corrections. Secretary Hamblin took action to resolve several issues in the closing months of the 2009-11 biennium while setting the stage for success in the 2011-13 biennium. Significant initiatives led by Secretary Hamblin include:

### **K. CONSOLIDATION OF JUVENILE SECURE CORRECTIONAL FACILITIES**

After years of dwindling populations at the state's three juvenile correctional institutions and increasing deficits in their operating budgets, Secretary Hamblin quickly and effectively executed a plan approved by Governor Scott Walker to close two juvenile institutions and consolidate operations. The plan saves an estimated \$23 million in annual operating costs, allows the Department to eliminate an accumulated deficit in its Division of Juvenile Corrections (DJC) in approximately ten years, and holds down the counties' daily reimbursement rate for juvenile institutional placements.

On March 1<sup>st</sup>, 2011, Secretary Hamblin publicly announced the Department would close Ethan Allen School (EAS) in Wales, WI, and Southern Oaks Girls School (SOGS) in Union Grove, WI, and consolidate juvenile institutional operations at Lincoln Hills School for boys in Lincoln County. The target date to close both schools and transfer the students to Lincoln Hills School and a new Copper Lake School (CLS) for girls was July 1<sup>st</sup>, 2011.

To ensure a smooth transition and no interruption in programming, DJC set up a WI E-Sponder website and used the Incident Command System (ICS) to coordinate the consolidation and expansion at Lincoln Hills. Human resources and DJC personnel worked closely with employees at each facility to inform them of the plan and answer questions. At Ethan Allen and Southern Oaks Schools, 292 staff were designated "at risk" for layoff so they could get priority during their applications for transfer or new jobs within DOC or some other state agency. Over the course of the consolidation process, the majority of staff found new work or retired; 24 employees were officially laid off.

From the beginning of the process, the parents and guardians of juveniles were notified of the plan and when their family members would be moved to the Lincoln Hills School grounds. They also received information on



how to access bus transportation for visitation and video conferencing for communicating with the students at Lincoln Hills School. Bus trips from southeast Wisconsin were doubled and locations where parents/guardians could go to video conference with their family members were identified in each county.

The ICS process was used to successfully close and mothball both EAS and SOGS in an accelerated but orderly fashion. At least eight semi truckloads of equipment and supplies were moved to LHS/CLS. Numerous technology challenges were identified and met to ensure appropriate and complete programming at the expanded boys school and new girls school.

On June 27, 2011, less than four months after the effort began, the last group of students to be transferred to Lincoln County arrived at CLS and Secretary Hamblin announced the consolidation of the state's juvenile correctional institutions was complete. Minor construction continues on the privacy fence and some buildings at the female juvenile facility, but all staff and programming are in place and fully operational at both schools. As of November 4, 2012, LHS has 284 students and CLS has 24 students.

#### **L. ADDRESSING BUDGET LAPSES WITHIN 2009-11 BUDGET**

2009 Wisconsin Act 28 (the 2009-11 Biennial Budget) had three decision items that required the Department to lapse revenue from its program revenue appropriations. They include:

- Elimination of funding for the June 2009 2% general wage adjustment for represented staff. (\$920,300 each fiscal year)
- Funding saved through the application of 8 furlough days each year. (\$836,800 each fiscal year) and,
- A 1% overall reduction. (\$1,401,600 each fiscal year)

The lapses for appropriations 20.410 (1)(km) [\$411,200 annually] and 20.410 (3)(hm) [\$1,725,000] were subsequently reversed due to these appropriations being in a deficit situation.

Wisconsin Act 28 authorized the Secretary of the Department of Administration to lapse \$200 million during the biennium in order to balance the state budget. The implementation of the lapse occurred at the end of FY11. After transferring available funds to make up budget shortfalls in the Divisions of Adult Institutions and Community Corrections, the Department was able to lapse \$5,807,213 toward the overall goal.

## **M ADDRESSING \$30 MILLION BUDGET SHORTFALL**

The Department of Corrections anticipated that its spending for FY11 would be greater than the authorized budget. Accordingly, the Department took several steps to constrain Departmental spending, including:

- Limiting the purchases of food and variable non-food items in the institutions;
- Cancelling all non-mandatory training;
- Limiting travel and associated expenses;
- Limiting overtime whenever possible; and
- Requiring top management authorization for any purchase over \$250.

Despite these efforts to control spending the Department anticipated a budgetary shortfall of \$30 million in its FY11 budget. 2011 Wisconsin Act 13 provided necessary funding for the Department to get through FY11 in two ways:

- The Division of Adult Institution's budget was increased by an additional \$19,537,900 and,
- The Department was allowed to transfer \$10,544,700 in unused funding in a variety of departmental appropriations to the Division of Adult Institution's budget (\$8,406,300 was transferred) and to the Division of Community Corrections (\$2,138,400 was transferred.)

## DOC GOALS AND OBJECTIVES DEVELOPED IN THE 2011-2013 BIENNIAL BUDGET

The 2011-2013 Budget was developed by Governor Scott Walker for the Department of Corrections continues significant initiatives that will be addressed during the current biennium including the following:

### **N. ADULT INSTITUTION POPULATION MANAGEMENT**

The FY 11-13 state budget recognized that the average daily prison population fell from 23,341 in FY08 to 23,105 in FY10. This represents a significant change from the growth projected in the previous biennium. Based upon the three year decline, the projected average daily prison population was 21,217. Driven by this projection, the budget adopted for this biennium reflects significant fiscal reductions for inmate food, and other non-food supplies.

Because of decreasing institution inmate populations, a Bed Management Workgroup was established in early 2011 in order to provide recommendations on the potential closing or modification of Division of Adult Institutions (DAI) facilities. Based on this workgroup's recommendation and the Secretary's approval, the Department is in the process of converting John Burke Correctional Center (JBCC) from a female to a male facility. DOC is also converting the minimum security beds at Fox Lake Correctional Institution (FLCI) to medium security. These changes should be completed by January 2012. Because of these modifications, the Department may be able to eliminate county jail contract beds for DAI inmates. The workgroup is continuing to monitor inmate populations to see whether further changes will be necessary.

### **O. VICTIM INFORMATION AND NOTIFICATION EVERYDAY (VINE)**

Governor Walker provided funding from the justice information fee to support counties using the statewide automated Victim Information and Notification Everyday (VINE) system. VINE provides a centralized system to find location and custody status of defendants and offenders in Wisconsin jails. Similarly, the VINE protective order services can provide information about the status of current restraining orders.

During the past three years, with the support and participation of Wisconsin Sheriffs, district attorneys, victim witness professionals and community advocates, the Department has made significant progress in the statewide implementation of the automated WI-VINE Service which was originally funded by a \$1.2 million federal SAVIN grant from the U.S. Department of Justice.

WI-VINE is a service designed to provide victims, law enforcement, advocates and other community members timely information about criminal defendants and convicted offenders housed in the 72 jails throughout Wisconsin. The WI-VINE system interfaces with existing jail booking systems to report on the location and custody status of a criminal defendant or convicted offender within that jail.

Anyone with an interest can access offender information via a toll-free number or online from a personal computer. Notification of changes in location and custody status is provided through an automated system which calls the phone number(s) provided by the person registering for notification. This service is available on a 24-hour basis to registrants who can request to be notified in English, Spanish or Hmong.

The Department's 2011-2013 Biennial Budget included a request for the Governor to authorize full funding for the ongoing annual cost of WI-VINE for all 72 county jails. Governor Walker supported this request and included resources to fully fund the annual cost of WI-VINE service for all of the jails in Wisconsin; the funding passed in the biennial budget

As of November 1, 2011, 57 Wisconsin jails are actively offering the WI-VINE service and the remaining 15 jails are at various stages of implementation. It is anticipated that full statewide implementation will be completed by April 2012. This achievement is due in part to the support of the Governor and the Wisconsin Legislature to provide ongoing funds supporting WI-VINE throughout the biennium.

Since Marinette County became the first jail to offer WI-VINE in April 2009, there have been 12,966 anonymous WI-VINE registrations involving individuals in Wisconsin jails, 9,500 telephone notifications and 7,600 e-mail notifications to registrants. Victims, their families, law enforcement professionals and community members has greatly benefited from this service and the peace of mind that comes from knowing the status and location of the more than 13,600 offenders. Such information allows community members to take personal precautions to protect themselves. WI-VINE is a key component of the Department's mission and vision:

*VISION: Ensure that all victims/survivors in Wisconsin who want information about, and notification of, their offender's status receive it in a timely and confidential manner.*

*MISSION: Improve services to and protect crime victims and their families by ensuring timely and accurate information through a seamless statewide victim notification system that spans the Wisconsin criminal justice system.*

## **P. IMPROVING OWI MONITORING**

The Department plans to develop and implement an evidence-based supervision plan for all offenders with multiple OWI convictions. The intent is to expand certain components of our OWI 2<sup>nd</sup> and 3<sup>rd</sup> supervision to the entire felony OWI population. Additionally, the Department is in the process of developing a system to track various data elements related to OWI offenders in order so it can analyze what strategies work best with this population. A component of this system will include the ability to load completion reports from contracted vendors, which will assist us in determining treatment efficacy.

On July 1, 2011, the Department partnered with DHS to implement an OWI Treatment Court pilot in Dane County. This is an accountability court with mandatory treatment that utilizes the Probation/Parole Agent as the case manager and offers Naltrexone drug injections on voluntary participants. Naltrexone is a drug shown to be effective in the treatment of alcohol abusers by reducing or eliminating their cravings for alcohol. The pilot is designed to serve 40 participants over the course of a year and is intended to avoid duplication of services by combining efforts on the state and county levels. The Department has teamed up with DHS, Dane County and the University of Wisconsin to study the outcomes for this pilot. The Department is continuing to develop and implement a rural pilot using the same OWI Court model.

Finally, DOC will continue to convert contracted AODA program groups to DHS certified groups to ensure the highest standards and compliance with the Department of Transportation Driver's Safety Plan.

## **Q. CRIMINAL JUSTICE SENTENCING REFORM**

2011 Wisconsin Act 38 repealed many of the early release tracks created under 2009 Wisconsin Act 28. The intent of this legislation was to repeal duplicative and overly complex release provisions passed under Act 28, and to move earned release decisions to the sentencing court while restoring the principles of Truth-in-Sentencing. In response to this law, effective August 3, 2011, the Department accomplished the following:

- Established transition plans for all inmates under review for one or more of the Act 28 release provisions;
- Repealed or updated Department policies and procedures;

- Developed and conducted training for over 1,000 Department employees and conducted training seminars for the judiciary, and public defenders across the state.


Wisconsin Statutes require the Department of Corrections to include as part of the report information on the progress or failure of the plans of such agency in achieving the policies regarding flexible-time work schedules, additional, permanent part-time positions and other alternative work patterns. (Wis. Stat. §230.215)

**STATEMENT ON FLEXIBLE SCHEDULES**

The Department recognizes the value and benefits of providing a flexible environment to our employees. A traditional full-time work pattern does not always meet the needs of our employees for various reasons. The Department's commitment to providing flexibilities whenever possible is promoted through Chapter 309 of its supervisory manual. All Divisions are directed to employ alternative work scheduling when operationally feasible and to create permanent part-time positions where possible.

While the nature of the Department's mission and work spaces limits the use of alternative work patterns for some employee groups, the strategies are widely used in other, more appropriate, parts of our organization. For these employee groups the Department utilizes a variety of strategies, including staggered normal working hours, flextime, deviated work weeks and extensive use of job sharing. In addition to permanent alternate schedules, the Department also encourages the use and promotion of short term alternate schedules or work patterns to meet an employee's unique needs/situation when recovering from an illness, family medical leave, etc.

Respectfully submitted this 14<sup>th</sup> day of November, 2011:



Gary H. Hamblin  
Secretary  
Department of Corrections