2023-25 BIENNIAL REPORT

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INTRODUCTION - AGENCY STRUCTURE

DOC is overseen by a Governor-appointed Secretary and works to protect the public through the constructive management of those placed in its charge. The agency is comprised of the following:

OFFICE OF THE SECRETARY

The Office of the Secretary (OOS) supports the four divisions and is charged with upholding the mission and vision of DOC. The OOS is made up of the Office of Legal Counsel, Office of Public Affairs, Prison Rape Elimination Act (PREA) Office, Research & Policy Unit, Office of Victim Services and Programs, Internal Affairs Office, Office of Detention Facilities, the Reentry Unit, the Equity and Inclusion Chief, and the Legislative Advisor.

DIVISION OF ADULT INSTITUTIONS

The Division of Adult Institutions (DAI) protects the public through secure and humane treatment of the Persons in Our Care (PIOC).

DIVISION OF COMMUNITY CORRECTIONS

The mission of the Division of Community Corrections (DCC) is to enhance public safety through the management and reduction of client risk, by providing supervision and collaborating with community partners to assist clients in changing their behavior and repairing the harm they have done.

DIVISION OF JUVENILE CORRECTIONS

The mission of the Division of Juvenile Corrections (DJC) is to promote a youth justice system that balances protection of the community, youth accountability and competency building for responsible and productive community living.

DIVISION OF MANAGEMENT SERVICES

The Division of Management Services (DMS) provides the analytical and operational services that support all DOC policies, programs and service delivery initiatives.

MISSION, VISION, GUIDING PRINCIPLES, PRIORITIES

MISSION

- Protect the public, our staff, and those in our charge.
- Provide opportunities for positive change and growth.
- Promote, inform, and educate others about our programs and successes.
- Partner and collaborate with community service providers and other criminal justice groups.

VISION

To achieve excellence in correctional practices while fostering safety for all.

GUIDING PRINCIPLES

Integrity: Act ethically, transparently, and honestly.

Teamwork: Strengthen partnerships and build community.

Respect: Appreciate varied perspectives and treat everyone with dignity.

Accountability: Comply with the law, uphold high standards, and strive for positive outcomes.

Evidence-Based Results: Use research and data to inform decision-making and achieve meaningful impact.

PRIORITIES

SAFETY

We are dedicated to creating and sustaining safe environments for all. By reducing risk, following consistent procedures, and sharing responsibility for safety, we strengthen our ability to protect people and communities, improve outcomes, and accomplish our mission.

WELLNESS

We recognize every person's well-being is essential to both their own success and the long-term success of the agency. By fostering a culture of wellness—physical, emotional, and psychological—we promote resilience, reduce recidivism and burnout, and support healthier environments.

COLLABORATION

We are committed to working together across divisions, disciplines, and with partners—including families of residents, community providers, and others who support successful reentry—to deliver consistent, evidence-based correctional interventions.

CONSISTENCY

We commit to applying strategic priorities consistently across all areas of the agency to promote alignment and unity.

DEPARTMENTAL PERFORMANCE AND OPERATIONS (2023-25)

A. OPENING AVENUES TO REENTRY SUCCESS

2023 Act 19 provided $760,300 GPR in FY24 and $1,512,000 GPR in FY25 for the expansion of the Opening Avenues to Reentry Success (OARS) and the continuation of the Opening Avenues to Reentry Success, Alternative to Revocation, and Probation Pilot Program (OARS2), which began as a grant funded program for clients on community supervision post-institutional release.

The OARS Program began as a pilot in FY11 with a goal of reducing recidivism in serious mentally ill clients through intensive case management and mental health services. In addition to mental health treatment, OARS eligible clients frequently have an array of needs that must be addressed during the reentry process, such as substance use disorders, financial need, and chronic health problems. DOC partners with the Department of Health Services (DHS) to provide front-line services to OARS participants, with case managers connecting participating clients to individualized services. The following provides detail on the number of clients served through OARS during recent years:

Fiscal Year (FY)	Participants Served	Average Daily Population (ADP)
FY25	301	200
FY24	369	231
FY23	336	219
FY22	430	246
FY21	463	266

With funding provided in the 2023-25 biennial budget, the Department was able to expand the OARS Program statewide to all 72 Wisconsin Counties. Prior to this expansion the OARS Program was not available in the following 21 counties: Ashland, Bayfield, Burnett, Buffalo, Clark, Crawford, Dunn, Florence, Forest, Grant, Iron, Juneau, Lafayette, Oneida, Pepin, Pierce, Price, Richland, Rusk, Taylor, and Vilas.

In CY20, the United States Department of Justice, Office of Justice Programs, awarded DOC funds to develop the OARS2 program, which was operational through September 30, 2023. Like OARS, OARS2 partnered with DHS to provide front-line services to participants, including intensive case management, connections to psychiatric services, Substance Use Disorder (SUD) treatment, community programs, and housing. DHS-contracted providers act as case managers and work with the treatment team to provide individualized services to each participant.

The key difference between OARS and OARS2 is the eligible populations each program serves. While OARS has a significant pre-release component for PIOCs, OARS2 served clients who were on probation or already on parole or extended supervision. OARS2 began as a pilot program and as such, was reliant on grant funding for operations. With grant funding ending, the DOC needed to conduct an analysis to determine the appropriateness of continuing OARS2 services. Due to several factors, including DHS contracted agency vacancies and significant needs of incarcerated clients, DOC made the determination to focus resources on the traditional OARS model. At this time DOC remains focused on ensuring consistency and quality of services in the OARS program, but the Department will continue to evaluate the viability of enrolling clients in the OARS2 model as resources become available.

B. MEDICATION-ASSISTED TREATMENT CAPACITY (DAI)

DOC estimates that approximately 10% of PIOCs entering DAI facilities have an identified SUD specifically for amphetamines, alcohol, or opioids qualifying them for a Medication-Assisted Treatment (MAT) program. **2023 Act 19 provided $955,900 GPR in FY24 and $3,727,400 GPR in FY25 to establish an intake-based MAT program in DAI.** No new positions were authorized; however, the Department was directed to reallocate 1.00 vacant FTE to serve as the administrative head of the program. DOC hired the administrative head in March 2024.

The DAI MAT program differs from the current DCC MAT program – while DCC provides one dose of medication prior to release into the community, the DAI program provides medication to individuals upon intake into DAI. Medications for Opioid Use Disorder (MOUD) are continued for PIOCs who arrive at DOC intake facilities (Dodge Correctional Institution, Taycheedah Correctional Institution, and Milwaukee Secure Detention Facility) with an active prescription. PIOCs are eligible to continue their treatment at all DOC facilities for the duration of their incarceration, in consultation with DOC Addiction Medicine Prescribers. Since February 2024, DAI has served over 300 patients in need of MAT.

C. CENTRAL PHARMACY SERVICES: PHARMACY TECHNICIANS LTE TO FTE

2023 Act 19 provided funding in the amount of $153,300 GPR in FY24 and $188,900 GPR in FY25 to convert 10.00 LTE Pharmacy Technician positions into 5.00 FTE Pharmacy Technician positions to operate out of Central Pharmacy. Central Pharmacy Services is responsible for providing all over-the-counter and non-over-the-counter medications for DOC's facilities.

As DOC's institution population continues to grow (over 23,000 as of 8/31/2025), the workload for Central Pharmacy continues to increase (over 20% increase in medication volume from FY23 to FY25). The additional FTE have helped Central Pharmacy reduce their reliance on LTE positions - recruiting and training LTE pharmacy technicians is a time-intensive process for positions that are transitory. Having these positions filled as permanent FTE since January 2024 has played a critical part in helping Central Pharmacy efficiently provide patients with medications when needed.

D. WISCONSIN WOMEN'S CORRECTIONAL SYSTEM STAFFING SUPPLEMENT

2023 Act 19 provided funding in the amount of $313,900 GPR in FY24 and $366,200 GPR in FY25 to increase Supervising Officer positions at Robert E. Ellsworth Correctional Center (REECC) by 4.00 GPR FTE. REECC, an all adult female correctional facility, has a population the size of a small correctional institution, but did not have a similar level of Supervising Officers.

With the additional positions authorized in Act 19, REECC was able to implement 24/7 supervisory coverage in March 2024. These additional positions have greatly helped with facility operations by reducing the response time to potential incidents, allowing for a full utilization of the facility's observation cells, providing expanded training opportunities and increased mentorship of younger officers and sergeants, providing greater consistency with assigning overtime hours and helping ensure the work release program is able to operate smoothly.

E. METAL STAMPING EXPANSION

Operating at Waupun Correctional Institution (WCI), the Bureau of Correctional Enterprise's (BCE) Metal Stamping team produces license plates and validation stickers for each vehicle, trailer, etc., for which a Wisconsin license plate is required. The license plate products include 70+ specialty plates (including personalized), 15+ Native American tribal plates, and 10+ cycle plates.

2021 Act 163 directed the Department of Transportation (DOT) to replace license plates for all vehicles with registrations over 10 years old by July 1, 2032. To meet this requirement, 2023 Act 19 provided $3,012,700 PR in FY24 and $2,950,900 PR in FY25 for material costs and equipment replacement associated with the Department's Metal Stamping operations. The funding remains available for this purpose as DOC prepares for transition to a more cost-effective and efficient system of operations. In the interim, BCE continues to produce license plates at WCI using current equipment, with production up 30% in FY24.

DOC has been carefully sequencing the next steps to ensure resources are invested wisely and production remains uninterrupted. Two key factors guiding this process include a potential relocation of operations to a facility that will better accommodate updated equipment, as well as ongoing policy discussions with DOT about whether Wisconsin will move away from embossed license plates to flat printed plates. As these next steps occur, DOC remains committed to helping DOT meet the 2032 requirement and has begun preliminary work to prepare for the equipment replacement.

F. DJC TYPE 1 FACILITY PLUS PLANNING MONEY

In accordance with 2017 Wisconsin Act 185 amended by 2019 Wisconsin Act 8 and 2021 Act 252, 2023 Act 19 enumerated a total of $78,400,000 for the construction of the Milwaukee County Type 1 Juvenile Correctional Facility (JCF) as well as $6,000,000 for the planning, development, design, and property acquisition of a second Type 1 JCF in Dane County.

The 32 bed Milwaukee County Type 1 JCF is currently being constructed and projected to be complete by the beginning of FY27. 2025 Act 15 provided funding to hire 147.05 FTE on July 1, 2026 to staff the Milwaukee County JCF, and DOC expects the JCF to be open and accepting youth in October 2026.

The 40 bed Dane County Type 1 JCF is nearing the end of its design process and the bid date for construction companies to bid on who will construct the Dane County Type 1 will occur in summer of 2026. Additional details on funding the construction of the Dane County Type 1 JCF are included later in this report.

DOC GOALS AND OBJECTIVES DEVELOPED IN THE 2025-27 BIENNIAL BUDGET

G. FOX LAKE CORRECTIONAL HEALTH SERVICES UNIT STAFF

2025 Act 15 provides $1,011,900 GPR and 16.60 GPR FTE in FY26 and $1,111,200 GPR and 16.60 GPR FTE in FY27 to support 24/7 operations at Fox Lake Correctional Institution's (FLCI) Health Services Unit (HSU).

FLCI's HSU currently has 10.00 FTE nursing staff on-site Sunday through Saturday from 6:00AM to 8:30PM. With the additional 16.60 FTE provided through Act 15, FLCI will be able to staff their HSU to 24/7 and fill the current daily 9.5-hour staffing gap where unexpected medical emergencies cannot be handled on-site.

The cost of these positions is partially offset through the conversion of existing variable non-food health budget, due to reduced usage of agency/contracted staff as a result of this request adding more FTE staffing.

	2025-27 Biennial Budget New Funding	
	FY26	FY27
GPR	$1,011,900	$1,111,200
FTE	16.60	16.60

H. COST OF SERVICES FOR THE DIVISION OF COMMUNITY CORRECTIONS

2025 Act 15 provides $2,040,100 GPR in FY26 and $2,040,100 GPR in FY27 towards a cost of services increase for DCC.

Beginning roughly a decade ago, in furtherance of DOC's continuing efforts to utilize evidence-based principles of effective intervention, DCC revised their inpatient treatment services to be more reflective of the DOC's goals in treatment. Residential Services Program (RSP) seeks to reduce recidivism by targeting individual criminogenic needs of participants based on risk, need, and responsivity factors. The program emphasizes SUD Treatment and Cognitive Behavioral Programs (CBP) that address the top four criminogenic needs: anti-social cognition, anti-social companions, anti-social personality or temperament, family and/or marital relationships. Participants engage in 35 to 50 hours per week of structured activities to address risk reduction, such as modeling effective behavioral interventions, and working with staff to develop an individualized community reintegration plan to transition back to their home community.

To address housing instability, DCC contracts for multiple categories of housing options, ranging from housing-only to treatment-focused placements. SUD needs are most commonly addressed through DCC contracted services for outpatient treatment in our communities or through inpatient treatment in our RSPs throughout the state. The RSPs offer residential placements, with agencies providing 24/7 staffing, secured housing with on-site case management and inpatient SUD treatment. All of DCC's RSPs are certified as Community-Based Residential Facilities, in which staff and facilities adhere to state certification and licensing requirements. RSP average daily population in FY24 and FY25 was 316 and 331 respectively.

The cost of services increase for DCC will help maintain most existing programming, and specifically, support treatment-focused placements with statewide RSPs. With roughly 63,400 individuals on supervision in FY25, the need for housing and treatment services vastly outweighed the currently available resources leading to long waitlists and delayed treatment for those who needed it. DCC will use this funding to continue contracts with reliable service providers to ensure the essential services for the treatment of persons in our care remain available.

I. CAPITAL DEVELOPMENT/INSTITUTION MAINTENANCE STAFF

2025 Act 15 provided additional funding and FTE positions to help enhance DOC's staffing levels related to short- and long-term facility maintenance.

DOC's Bureau of Budget and Facilities Management's Capital Development Section prepares the Department's Capital Budget requests, provides leadership in the management of capital investments, and works with DOC's program divisions and the Department of Administration (DOA) on leasing requests. While DOC requests form a large share of the State's overall spending on Capital projects, DOC has a disproportionately small number of capital development project management positions, forcing the Department to rely on assistance from DOA's Division of Facilities Development, whose staff have limited experience with projects in the correctional environment, or DOC's site-based facility maintenance staff, on top of their regular workload. **2025 Act 15 provides $80,400 GPR in FY26 and $89,800 GPR in FY27 to add a four-year Project position to supplement BBFM's staffing level to improve management of the Department's capital projects.**

In June 2022, DOC's Facilities Management Council's Facility Maintenance Workgroup issued recommendations for facility maintenance-related staffing at DAI and DJC facilities. The Workgroup recommended minimal baseline maintenance staffing levels for DAI and DJC sites, including a minimum of one FTE Electrician position per Correctional Institution. **2025 Act 15 provides $132,700 GPR in FY26 and $147,300 GPR in FY27 to add an Electrician FTE to one of the three Institutions that did not have an Electrician, which DOC allocated to Prairie du Chien Correctional Institution.**

	2025-27 Biennial Budget New Funding	
	FY26	FY27
GPR	$213,100	$237,100
FTE	2.00	2.00

J. INFORMATION TECHNOLOGY (IT) COST TO CONTINUE SUPPLEMENT

2025 Act 15 provides $2,303,700 GPR in FY26 and $2,303,700 GPR in FY27 to help address the impact of rising IT costs. Except for salary and fringe benefits for FTE positions, DOC's IT budget is not routinely adjusted to account for inflationary and other price increases. This cost-to-continue supplement helps cover rising expenses in three essential IT cost areas: Microsoft 365 subscription charges, overall IT contractor costs, and Electronic Medical Records system costs.

K. MILWAUKEE TYPE 1 STAFFING

2025 Act 15 provides $20,913,500 GPR and 147.05 GPR FTE in FY27 to staff and operate a Type 1 Juvenile Correctional Facility in Milwaukee. $6,473,900 GPR and 147.05 GPR FTE in FY26 were removed by the Joint Committee on Finance. This FY26 GPR funding included between one and nine months of salary and fringe benefits for the various 147.05 FTE as well as one-time financing. All 147.05 FTE are budgeted for a July 1, 2026 start date.

The request includes 134.05 FTE that would be located at the institution and an additional 13.00 FTE that would be able to provide support for Milwaukee and the other Type 1 facilities as they are constructed.

	2025-27 Biennial Budget New Funding	
	FY26	**FY27**
GPR	$0	$20,913,500
FTE	0.00	147.05

L. DJC DANE COUNTY TYPE 1 FACILITY

In accordance with 2017 Wisconsin Act 185 amended by 2019 Wisconsin Act 8, **the State of Wisconsin's approved 2025-27 Capital Budget will enumerate $130,749,000 for the construction of the Dane County Type 1 JCF.** $124,749,000 of the $130,749,000 will be funded by General Fund Supported Borrowing and the remaining $6,000,000 will be funded by cash, which will come from an appropriation created by transferring GPR funding from the general fund to the capital improvement fund to be used in lieu of bonding.

M. DAI REALIGNMENT PLAN

2025 Act 15 provided $15,000,000 in Building Trust Funds for DOC facility realignment planning. These funds were provided to begin planning efforts for DOC's comprehensive corrections plan to revamp several of Wisconsin's correctional facilities. The funding will be used to begin in-depth planning across several facilities for the conversion of Lincoln Hills and Copper Lake Schools into Lincoln Correctional Institution, the conversion of Stanley Correctional Institution from a medium to a maximum-security facility, rebuild Waupun Correctional Institution as a medium-security vocational village, close Green Bay Correctional Institution, expand Sanger B. Powers Correctional Center, and convert John C. Burke Correctional Center back to an adult female facility. The plan addresses concerns related to DOC's aging facilities, while reducing costs to taxpayers and addressing the state's growing prison population.

FLEXIBLE WORK SCHEDULES STATEMENT

The Department of Corrections recognizes the value and benefits of providing a flexible environment to our employees. A traditional full-time on-site work pattern does not always meet the needs of our employees for various reasons. The Department's commitment to providing flexibilities where possible is promoted through Alternative Work Schedules, Job Sharing and our Telecommuting/Remote Work policies.

Alternative work patterns could include staggered hours, flextime, deviated workweeks and even job-sharing situations. We have many examples of this throughout our Department, and while it is not possible to approve alternative work schedules in all situations, even in our 24/7 operations, the DOC strives to look for ways to accommodate employees' work/life needs while still maintaining operations. Some examples of flexibility in the institutions include implementing 10 or 12-hour shifts in several locations to allow employees more time off, implementing 0.60 FTE positions in a few institutions to allow those with outside commitments to contribute to the Department in a part-time fashion and considering options like "weekend only" work for those who may have school or family commitments but who could otherwise contribute in some fashion. We continually look for unique options when it comes to scheduling in the 24/7 operations.

In May 2022, DOC moved to a blanket threshold of no more than 60% remote work for eligible staff (small number of teams approved for 100% remote work). Due to the 24/7 nature of our operations, the vast majority (82%) of DOC staff have no telecommuting/remote work schedule. In June 2025, the DOC Remote Work Policy was revised to ensure compliance with the Wisconsin Human Resources Handbook Chapter 748 – Remote Work and to include reference to the Remote Work request module in PeopleSoft (which replaced form number DOC-2925).

Between 01/01/2025 – 04/30/2025:

- 8,762 total FTE employees
- 7,186 FTE employees had no recurring/scheduled telecommuting (82% of all FTE staff)
- 1,576 FTE employees had recurring/scheduled telecommuting (plus 119 contractors)
- Over half of these FTE employees (923) had 25% or less remote work
- Only 97 FTE employees had full-time remote work

Given our mission, it is not possible for our entire workforce to participate in these flexible options, but the Department has made great efforts to be open and accommodating to the requests of our employees in positions which lend themselves to this type of flexibility.

RESPECTFULLY SUBMITTED OCTOBER 15, 2025

Secretary Jared Hoy
Department of Corrections