

Wisconsin Department of Corrections

PRISON RAPE ELIMINATION ACT

2024 Annual Report



September 2025
Office of the Secretary
PREA Office

Wisconsin Department of Corrections

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LETTER FROM THE SECRETARY | LOOKING FORWARD

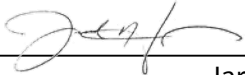
In 2024, we reaffirmed our agency's commitment to the Prison Rape Elimination Act (PREA) and to maintaining a culture of zero tolerance for sexual abuse and sexual harassment. Our focus remained on strengthening compliance efforts through ongoing training, policy review, and monitoring, ensuring prevention and intervention measures are effective and responsive to the needs of those in our care.

We recognize PREA is not simply about meeting regulatory requirements. It is a promise. A promise to affect meaningful cultural change – creating safe environments where dignity, accountability, and respect are at the center of our operations. Each step forward reflects the dedication of staff, leadership, and partners who uphold this mission; affirms our shared responsibility to one another; and protects the most vulnerable.

Looking ahead to the coming year, with resolve and hope, we remain committed to advancing best practice prevention strategies, enhancing intervention responses, and deepening our culture of safety. In addition to maintaining existing implementation activities, the agency will evolve with best practice and, specifically, enrich compliance efforts in the following ways:

- Grow the regional PCM (PREA Compliance Manager) model to meet facility and agency need;
- Facilitate regular PREA-related orientation and booster trainings for PCMs, supervisors, investigators, VSCs (Victim Services Coordinators), screeners, and educators;
- Publish biennial refresher instruction for all staff;
- Learn from colleagues and stakeholders at the 7th Annual National PREA Coordinator Conference.
- Update and create policy where applicable;
- Audit partner state (e.g., consortium) correctional facilities; and
- Measure facility compliance efforts formally through the US DOJ audit process.

Together, we will continue to build on our progress and sustain a system where safety is the norm, where accountability is embraced, and where every voice matters. Safety is not just a standard; it is an experience.



Jared Hoy
Secretary
Wisconsin Department of Corrections

INTRODUCTION

The State of Wisconsin is committed to preventing, detecting, and responding to sexual abuse and sexual harassment in confinement. The Wisconsin Department of Corrections (WI DOC or agency) has zero tolerance for sexual abuse and sexual harassment in all of its confinement facilities. This report is an overview of agency and facility aggregated data, achievements, and corrective action as it pertains to the Prison Rape Elimination Act (PREA).

Background

PREA was signed into law in 2003 after unanimous support from Congress. The act was the first federal law to address sexual abuse in confinement facilities. The law created the National Prison Rape Elimination Commission and charged it with developing standards for the elimination of sexual abuse and sexual harassment of inmates and youth in confinement¹.

Federal PREA standards were published on June 20, 2012 and became effective on August 20, 2012. There are four sets of standards that provide direction for adult prisons and jails, lockups, juvenile facilities, and community confinement facilities. The prisons and jails standards apply to the WI DOC's 36 adult facilities while the juvenile facilities standards apply to the agency's two youth facilities.

Purpose

PREA requires that each agency collect accurate, uniform data for every allegation of sexual abuse at facilities under its direct control using a standardized instrument and set of definitions. The agency shall then aggregate the incident-based sexual abuse data at least annually and review it to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies, practices, and training. In addition to data pertaining to sexual abuse, WI DOC also compiles and publishes data pertaining to sexual harassment allegations.

This report is intended to:

- Identify any problem areas for the agency and facilities;
- Describe corrective action implemented by the agency and facilities;
- Compare sexual abuse/sexual harassment allegation data and corrective actions of the current year to the previous year; and
- Assess facility and agency progress in addressing sexual abuse and sexual harassment in confinement.

DEFINITIONS

Case Disposition

Substantiated. An allegation that was investigated and determined to have occurred.

Unsubstantiated. An allegation that was investigated and the investigation produced insufficient evidence to make a final determination as to whether or not the event occurred.

Unfounded. An allegation that was investigated and determined not to have occurred.

Sexual Abuse

Offender-on-Offender Sexual Abuse. Sexual abuse of an offender by another offender includes any of the following acts, if the victim does not consent, is coerced into such act by overt or implied threats of violence, or is unable to consent or refuse:

1. Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;
2. Contact between the mouth and the penis, vulva, or anus;
3. Penetration of the anal or genital opening of another person, however slight, by a hand, finger, object, or other instrument; and
4. Any other intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or the buttocks of another person, excluding contact incidental to a physical altercation.

Staff, Contractor, or Volunteer on-Offender Sexual Abuse². Sexual abuse of an offender by a staff member includes any of the following acts, with or without consent of the offender:

1. Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;
2. Contact between the mouth and the penis, vulva, or anus;
3. Contact between the mouth and any body part where the staff member has the intent to abuse, arouse, or gratify sexual desire;
4. Penetration of the anal or genital opening, however slight, by a hand, finger, object, or other instrument, that is unrelated to official duties or where the staff member has the intent to abuse, arouse, or gratify sexual desire;
5. Any other intentional contact, either directly or through the clothing, of or with the genitalia, anus, groin, breast, inner thigh, or the buttocks, that is unrelated to official duties or where the staff member has the intent to abuse, arouse, or gratify sexual desire;
6. Any attempt, threat, or request by a staff member to engage in the activities described in paragraphs (1)-(5) of this section;
7. Any display by a staff member of his or her uncovered genitalia, buttocks, or breast in the presence of an offender; and
8. Voyeurism by a staff member.

Voyeurism

An invasion of privacy of an offender by staff for reasons unrelated to official duties, such as peering at an offender who is using a toilet in their cell to perform bodily functions; requiring an offender to expose their buttocks, genitals, or breasts; or taking images of all or part of an offender's naked body or of an offender performing bodily functions.

Sexual Harassment

Offender-on-Offender Sexual Harassment. Repeated and unwelcome sexual advances, requests for sexual favors, or verbal comments, gestures, or actions of a derogatory or offensive sexual nature by one offender directed toward another.

Staff-on-Offender Sexual Harassment. Repeated verbal comments or gestures of a sexual nature to an offender by a staff member, including demeaning references to gender, sexually suggestive or derogatory comments about body or clothing, or obscene language or gestures.

AGENCY AND FACILITY ACHIEVEMENTS

Historical

The WI DOC has been working to prevent, detect, and respond to sexual abuse and sexual harassment in confinement for many years. Since 2007, WI DOC has employed a full time PREA Director (Coordinator) to coordinate and oversee the agency's implementation and compliance efforts. To complement this effort, each facility has a designated staff member who, in addition to their regular duties, is assigned as the PREA Compliance Manager (PCM) and is responsible for facility-level compliance. Each facility also has a Victim Services Coordinator (VSC) who, in addition to their regular duties, is responsible for connecting victims to internal and external emotional support services and monitoring them for retaliation.

Training and technical assistance is fundamental to WI DOC and its PREA Office. For many years, WI DOC has educated staff, contractors, and volunteers as well as outside stakeholders, including sexual assault service providers, law enforcement, and prosecutors, on PREA and related policy application. The agency provides comprehensive PREA education to inmates and youth, which includes the distribution of a handbook detailing their rights, strategies to stay safe, a description of reporting methods, and support resources. Further, WI DOC has encouraged staff members to participate in the National PREA Resource Center Auditor Trainings; the agency has sponsored the attendance of 31 staff members since the training's inception. The agency's PREA Director is Co-Chair of the agency's Investigation Committee and Chair of the National PREA Coordinator's Working Group.

The agency has created multiple methods for staff and offenders to report imminent harm and incidents of sexual abuse and sexual harassment; two of those methods include internal and external reporting hotlines. Following a report of sexual abuse, WI DOC implements a coordinated response protocol, which includes maintaining evidence preservation kits, documenting the report in an integrated allegation and investigation tracking database (Sensitive Information Network Communication; SINC), and collaborating with outside sexual assault service providers to provide emotional support to victims. All protocols and procedures are consistent with federal PREA standards. In 2021, the agency shifted responsibility of staff-on-offender sexual abuse and sexual harassment investigations from facility-based investigators to the Internal Affairs Office and, in 2023, expanded facility-level compliance to include regional PREA compliance managers. Each step forward, including policy, is rooted in an effort to prevent, detect, and respond to incidents of sexual abuse and sexual harassment and aligns with the agency's zero tolerance mission.

2024 Achievements

In 2024, WI DOC continued to strengthen implementation and compliance efforts.

Agency accomplishments during the year included:

- Processed more than 1,600 PREA hotline calls;
- Investigated 649 allegations of sexual abuse and sexual harassment;
- Conducted two virtual investigations refresher trainings for existing specialized investigators;
- Trained 72 new specialized investigators (four sessions);
- Provided classroom and virtual instruction to over 2,200 new non-uniform staff, pre-service staff, youth counselors, agents, and health service staff;
- Facilitated 10 virtual training topics (e.g., managing manipulation; inmate education; risk screening; first responder; PREA Compliance Manager role; Victim Services Coordinator role; and several related to SINC navigation);
- Began building a new biennial training module for all staff to be circulated in 2025;
- Attended and/or presented PREA topics at Edgewood College; Attorney General Sexual Assault Response Team; WI Department of Justice SANE; Wisconsin Coalition Against Sexual Assault; Wisconsin Serving Victims of Crime Conference; and Wisconsin Jail Administrators Conference.
- Trained Milwaukee Police Department officers new to jail booking;
- The PREA Director continued to chair the National PREA Coordinator Working Group

- Planned, in partnership with the National PREA Coordinator Working Group, the 6th Annual National PREA Coordinator's Conference held in Buffalo, NY;
- Collaborated quarterly with DOJ PREA Management Office and the National PREA Resource Center on behalf of National PREA Coordinators Working Group;
- Participated in MCSR Healthy Masculinity Training Institute held in Washington, D.C.;
- Hosted a PREA Compliance Manager culture and leadership workshop facilitated by The Moss Group;
- Continued reviewing best housing and accommodation practices for transgender inmates;
- Implemented a pat search preference policy and procedure;
- Created or modified various Division of Adult Institution (DAI) policies as they relate to PREA;
- Reviewed facility staffing plans, in consultation with the PREA Director;
- Remained a member of Western States PREA Auditing Consortium;
- Audited 10 adult facilities in California as part of Western States PREA Auditing Consortium;
- Conducted compliance monitoring of contracted county jails and community confinement facilities;
- Completed 10 WI DOC facility PREA audits;
- Successfully met all objectives and closed a 2020 federal compliance grant;
- Finalized and posted the *PREA 2023 Annual Report*;
- Completed the annual Bureau of Justice Statistics Survey of Sexual Victimization; and
- Submitted a Governor's PREA assurance for Audit Cycle IV, Year II.

Facility accomplishments and corrective actions during the year included:

- Modified physical plant (e.g., windows, mirrored bubbles, construction) for greater visibility;
- Adapted showering areas for greater privacy between inmates to prevent cross-gender staff viewing and achieve separation for transgender inmates;
- Opened or removed window coverings and/or doors from closets, offices, rooms, and hallways;
- Improved privacy, while balancing safety, in observation cells;
- Modified staffing patterns, traffic patterns, and movement schedules;
- Installed additional or new locking mechanisms on doors and outbuildings;
- Adjusted camera angles, increased video recording retention periods, and installed new cameras, including body worn and vehicle;
- Created dedicated investigation sergeant position(s);
- Reviewed planned physical plant modifications/projects for compliance;
- Modified and/or reviewed opposite gender announcing systems, expectations, and procedures, including for those who are deaf or have limited hearing;
- Provided refresher trainings and resources on topics including fraternization, sexual violence, incident response, VSC, audit, investigations, search, and opposite-gender announcing;
- Partnered with local advocacy organizations and/or participated in local Sexual Assault Response Teams;
- Strengthened inmate education procedures and practices, including refreshing posted materials;
- Improved timeliness of risk screening and education;
- Increased monitoring of placement for those at risk of victimization or abusiveness;
- Enhanced biannual review process for transgender inmates and added monthly meetings with the population;
- Updated or developed facility procedures to align with division policies;
- Trained on and restocked evidence collection kits;
- Convened PREA workgroups (or similar name) for audit preparation and beyond; and
- Modified and circulated facility staffing and coordinated response plans.

ANNUAL COMPARISON DATA

Total Allegations 2023 to 2024³

The following tables display the changes in total allegations, total sexual abuse allegations, and total sexual harassment allegations, by disposition and division (DAI and Division of Juvenile Corrections [DJC]), from 2024 to previous year data.

CHANGES IN TOTAL ALLEGATIONS (2023 TO 2024)		
DISPOSITION	DAI	DJC
Substantiated	+16	+3
Unsubstantiated	+85	+6
Unfounded	+48	-1
Ongoing	-2	0

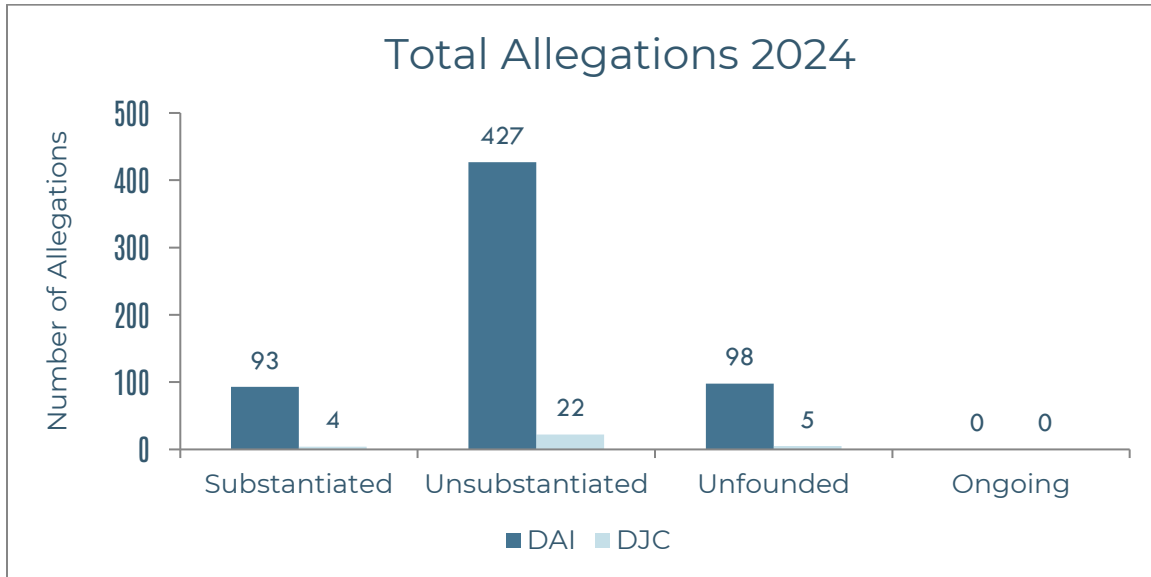
CHANGES IN SEXUAL ABUSE ALLEGATIONS (2023 TO 2024)		
DISPOSITION	DAI	DJC
Substantiated	+4	+2
Unsubstantiated	-1	+6
Unfounded	+35	-1
Ongoing	-2	0

CHANGES IN SEXUAL HARASSMENT ALLEGATIONS (2023 TO 2024)		
DISPOSITION	DAI	DJC
Substantiated	+12	+1
Unsubstantiated	+86	0
Unfounded	+13	0
Ongoing	0	0

2024 SEXUAL ABUSE AND SEXUAL HARASSMENT DATA

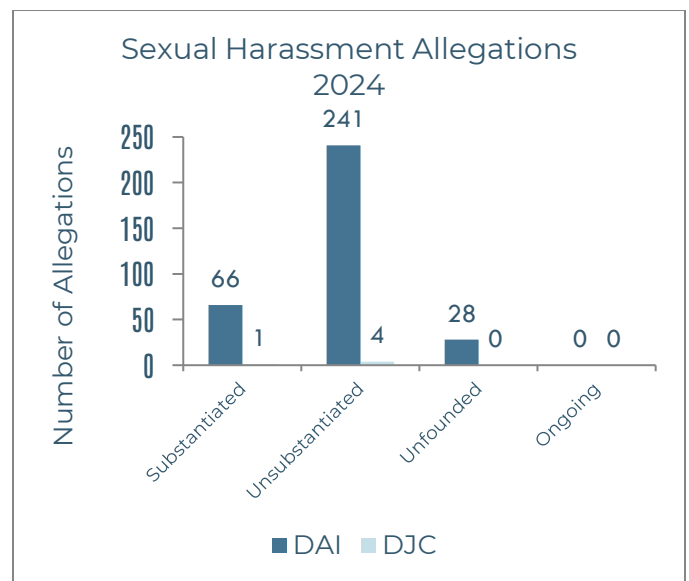
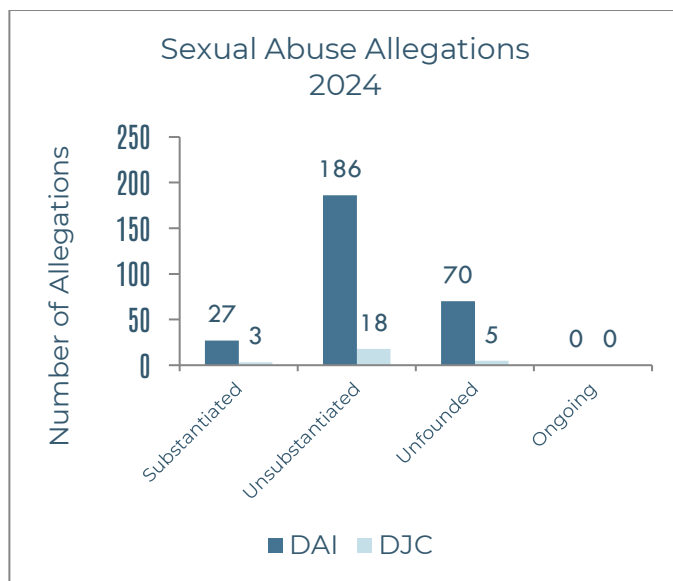
Total Allegations

In calendar year 2024 there were 649 allegations of sexual abuse or sexual harassment reported, as defined under PREA, within DAI and DJC. The total number of allegations by disposition are:



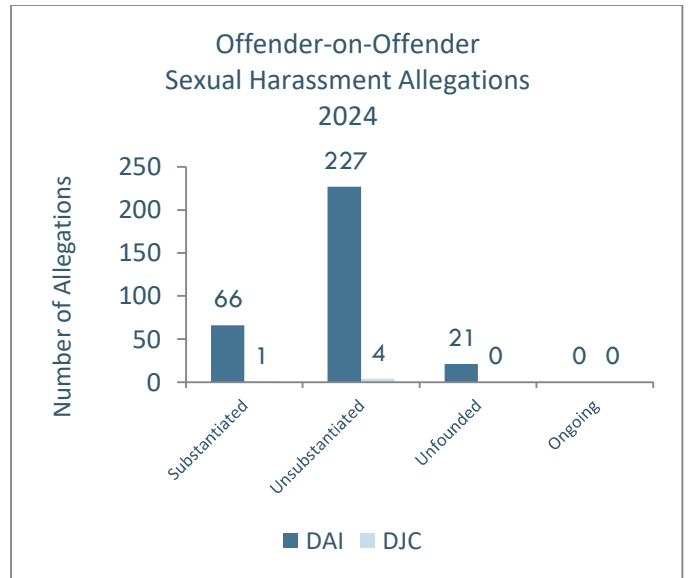
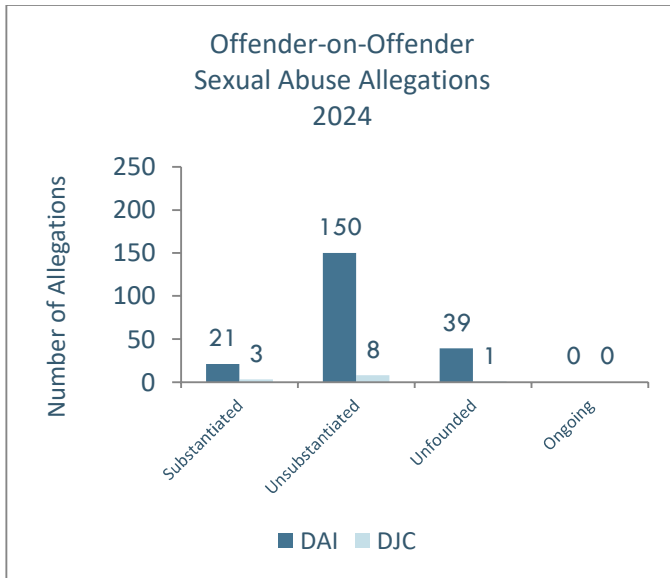
Total Sexual Abuse and Sexual Harassment Allegations

The following two graphs illustrate the 649 reported incidents of alleged sexual abuse and alleged sexual harassment, by disposition and division, in 2024.



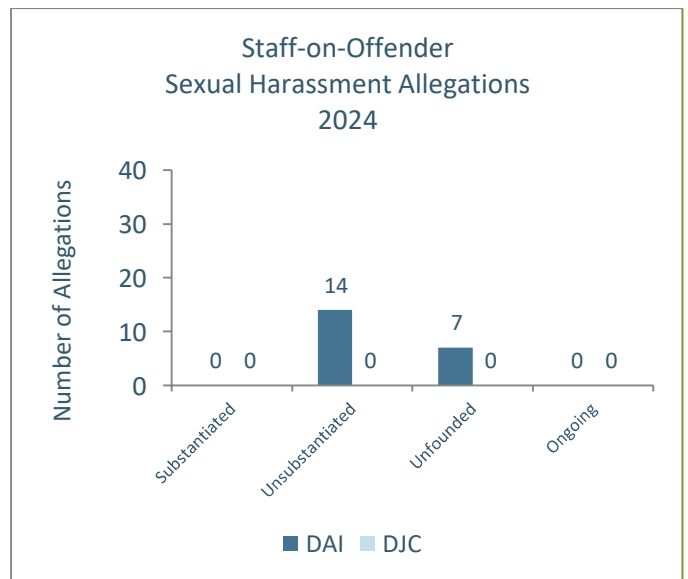
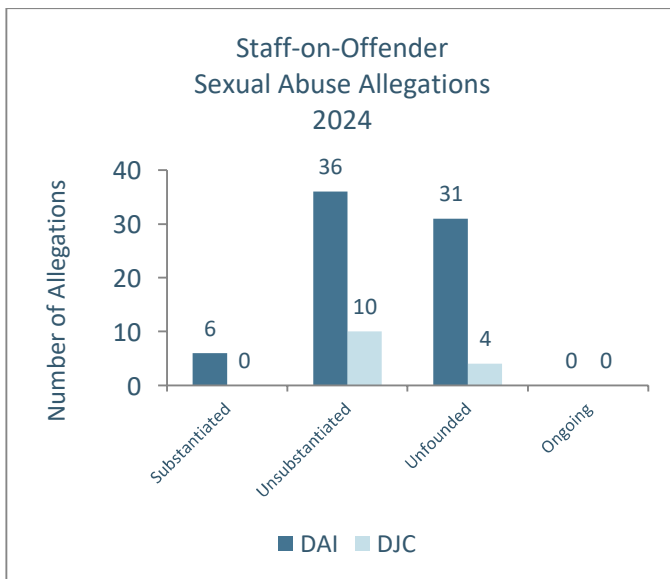
Offender-on-Offender Sexual Abuse and Sexual Harassment Allegations

Of the 649 allegations that were reported in 2024, 83% (541) were offender-on-offender incidents. The following two graphs illustrate the reported incidents of alleged offender-on-offender sexual abuse and alleged offender-on-offender sexual harassment, by disposition and division, in 2024.



Staff-on-Offender Sexual Abuse and Sexual Harassment Allegations

Of the 649 allegations that were reported in 2024, 17% (108) were staff-on-offender incidents. The following two graphs illustrate the reported incidents of alleged staff-on-offender sexual abuse and alleged staff-on-offender sexual harassment, by disposition and division, in 2024.



Sexual Abuse and Sexual Harassment Allegations by Facility

The following two tables illustrate the reported incidents of alleged offender-on-offender and staff-on-offender sexual abuse and sexual harassment, by disposition and facility, in 2024. Security level and composition varies.

2024 Total Offender-on-Offender Sexual Abuse and Sexual Harassment by Facility and Disposition					
Facility	Substantiated	Unsubstantiated	Unfounded	Ongoing	Total
Black River Correctional Center	0	0	0	0	0
Chippewa Valley Correctional Treatment Facility	4	2	0	0	6
Columbia Correctional Institution	26	58	7	0	91
Dodge Correctional Institution	1	30	4	0	35
Drug Abuse Correctional Center	1	0	0	0	1
Ethan Allen School ⁴	0	1	0	0	1
Felmers O. Chaney Correctional Center	0	0	0	0	0
Flambeau Correctional Center	0	1	0	0	1
Fox Lake Correctional Institution	1	11	0	0	12
Gordon Correctional Center	0	0	0	0	0
Green Bay Correctional Institution	7	55	10	0	72
Grow Academy ⁵	0	0	0	0	0
Jackson Correctional Institution	1	5	0	0	6
John C. Burke Correctional Center	0	1	0	0	1
Kenosha Correctional Center	0	0	0	0	0
Kettle Moraine Correctional Institution	0	2	1	0	3
Lincoln Hills/Copper Lake School ⁵	4	11	1	0	16
Marshall E. Sherrer Correctional Center	0	0	0	0	0
McNaughton Correctional Center	0	0	0	0	0
Milwaukee Secure Detention Facility	4	18	1	0	23
Milwaukee Women's Correctional Center	0	0	0	0	0
New Lisbon Correctional Institution	7	16	1	0	24
Oakhill Correctional Institution	4	3	1	0	8
Oregon Correctional Center	0	0	0	0	0
Oshkosh Correctional Institution	9	38	13	0	60
Prairie du Chien Correctional Institution	1	4	1	0	6
Racine Correctional Institution/ Sturtevant Transitional Facility	5	37	1	0	43
Racine Youthful Offender Correctional Facility	0	1	1	0	2
Redgranite Correctional Institution	1	15	4	0	20
Robert E. Ellsworth Correctional Center	3	6	1	0	10
Sanger B. Powers Correctional Center	0	0	0	0	0
St. Croix Correctional Center	0	0	0	0	0
Stanley Correctional Institution	1	6	1	0	8
Taycheedah Correctional Institution	3	44	6	0	53
Thompson Correctional Center	0	0	0	0	0
Waupun Correctional Institution	3	19	4	0	26
Winnebago Correctional Center	2	0	0	0	2
Wisconsin Resource Center ⁶	1	4	3	0	8
Wisconsin Secure Program Facility	2	1	0	0	3
Total	91	389	61	0	541

2024 Total Staff-on-Offender Sexual Abuse and Sexual Harassment by Facility and Disposition					
Facility	Substantiated	Unsubstantiated	Unfounded	Ongoing	Total
Black River Correctional Center	0	0	0	0	0
Chippewa Valley Correctional Treatment Facility	0	0	0	0	0
Columbia Correctional Institution	1	2	3	0	6
Dodge Correctional Institution	0	3	1	0	4
Drug Abuse Correctional Center	0	0	0	0	0
Ethan Allen School ⁴	0	2	0	0	2
Felmers O. Chaney Correctional Center	0	0	0	0	0
Flambeau Correctional Center	0	0	0	0	0
Fox Lake Correctional Institution	0	6	2	0	8
Gordon Correctional Center	0	0	0	0	0
Green Bay Correctional Institution	0	5	6	0	11
Grow Academy ⁵	0	0	0	0	0
Jackson Correctional Institution	0	0	1	0	1
John C. Burke Correctional Center	0	0	0	0	0
Kenosha Correctional Center	0	0	0	0	0
Kettle Moraine Boys School ⁴	0	1	0	0	1
Kettle Moraine Correctional Institution	1	1	0	0	2
Lincoln Hills/Copper Lake School ⁵	0	7	4	0	11
Marshall E. Sherrer Correctional Center	0	0	0	0	0
McNaughton Correctional Center	0	0	0	0	0
Milwaukee Secure Detention Facility	0	3	0	0	3
Milwaukee Women's Correctional Center	0	0	0	0	0
New Lisbon Correctional Institution	0	2	1	0	3
Oakhill Correctional Institution	1	1	4	0	6
Oregon Correctional Center	0	0	0	0	0
Oshkosh Correctional Institution	1	7	1	0	9
Prairie du Chien Correctional Institution	0	0	0	0	0
Racine Correctional Institution/ Sturtevant Transitional Facility	0	5	2	0	7
Racine Youthful Offender Correctional Facility	0	1	1	0	2
Redgranite Correctional Institution	0	0	2	0	2
Robert E. Ellsworth Correctional Center	0	2	0	0	2
Sanger B. Powers Correctional Center	0	0	0	0	0
St. Croix Correctional Center	0	1	0	0	1
Stanley Correctional Institution	0	2	0	0	2
Taycheedah Correctional Institution	1	0	2	0	3
Thompson Correctional Center	0	0	0	0	0
Waupun Correctional Institution	0	7	8	0	15
Winnebago Correctional Center	0	0	0	0	0
Wisconsin Resource Center ⁶	0	0	2	0	2
Wisconsin Secure Program Facility	1	2	2	0	5
Total	6	60	42	0	108

CONTRACT FACILITY SEXUAL ABUSE AND SEXUAL HARASSMENT DATA

WI DOC contracts for the confinement of offenders who are in the custody of DAI and for offenders who are on community supervision. The following table illustrates the reported incidents of alleged offender-on-offender and staff-on-offender sexual abuse and sexual harassment, by disposition and contracted agency, in 2024.

2024 Total Sexual Abuse and Sexual Harassment Allegations By Contract Facility and Disposition					
Contract Facility	Substantiated	Unsubstantiated	Unfounded	Ongoing	Total
ARC Community Services	2	0	0	0	2
Attic Correctional Services	2	1	0	0	3
Fond du Lac County Jail	7	6	9	0	22
Genesis	0	2	0	0	2
Jefferson County Jail	0	1	8	0	9
Joshua Glover Residential Reentry Center	0	2	0	0	2
Juneau County Jail	0	1	8	0	9
Lincoln County Jail	0	0	4	0	4
Lutheran Social Services	0	0	0	0	0
Marquette County Jail	0	1	1	0	2
Meta House	0	1	2	0	3
Nehemiah	0	0	0	0	0
Community Reintegration Center	1	1	5	0	7
Oneida County Jail	3	3	7	0	13
Ozaukee County Jail	3	0	8	0	11
Portage House	0	0	0	0	0
Racine County Jail	1	12	25	0	38
Rawhide	0	0	0	0	0
Rock County Jail	3	2	5	0	10
Rock Valley Community Programs	0	3	0	0	3
Sauk County Jail	0	2	2	0	4
Vernon County Jail	0	0	0	0	0
Vilas County Jail	1	0	0	0	1
Total	23	38	84	0	145

¹ Inmates and youth are collectively referred to herein as “offenders”, unless noted, at which time they will be referred to as inmate or youth. As an agency, WI DOC has moved away from the term “inmate,” in favor of “person in our care,” in an effort to dignify the humanity of confined people. This report continues to use “offender” and “inmate” to align with federal PREA legislation.

² Staff, contractors, and volunteers are referred to herein as “staff” or “staff members.”

³ As a result of closing ongoing cases, 2023 data (total and by disposition) presented in this report (p.8) may be slightly different than the figures published in the preceding 2023 WI DOC Annual Report.

⁴ Ethan Allen School and Kettle Moraine Boys school, operated by WI DOC, closed in 2011 and 1974, respectively. Alleged incidents of sexual abuse or sexual harassment reflected in the table occurred while the facilities were operational; the allegations were received and investigated in 2024.

⁵ A youth facility managed by WI DOC Division of Juvenile Corrections. The remaining facilities are adult facilities managed by WI DOC Division of Adult Institutions.

⁶ An adult confinement facility managed by Wisconsin Department of Health Services. This facility serves WI DOC inmates and is, in part, staffed by WI DOC security staff.