



# Council On Offender Reentry 2017 Annual Report

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September, 2017

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## Message from the Council Chairperson Silvia R. Jackson, Ph.D., Wisconsin Department of Corrections Reentry Director:

The Council on Offender Reentry was formed in 2009 with the goal of bringing together diverse agencies and perspectives from throughout the state to collaborate on issues related to successful offender reentry and recidivism reduction. Collaborative efforts are facilitated through appointing leaders with diverse perspectives and accomplishments to serve two-year terms as Council members.

Themes for this year's Council meetings included vocational training programming for offenders releasing into the community, the use of motivational interviewing to encourage offenders' intrinsic motivation, sex offender treatment, Wisconsin's Treatment Alternatives and Diversion (TAD) programs, the work of the Legislative Council Study Committee on Reducing Recidivism and Removing Impediments to Ex-Offender Employment; job readiness assessments for offenders, and principles of effective intervention for correctional populations.



On behalf of the Council on Offender Reentry and the Wisconsin Department of Corrections, I am pleased to bring you the 2017 annual report highlighting the past year's accomplishments.



## Statutory Authority for Council on Offender Reentry

The Council on Offender Reentry is dedicated to coordinating reentry initiatives across the State of Wisconsin and providing a public forum for the various stakeholders of the Criminal Justice System. The Council was created by 2009 Wisconsin Act 28. The statute articulates the purpose of the Council, as well as its membership. It also illustrates the meaning and content of the Annual Report, which is distributed to the legislature.

Creation of Council on Offender Reentry:  
Wis. Stats. 15.145 (5)

Purpose of Council on Offender Reentry:  
Wis. Stats. 301.095

Membership to the Council on Offender Reentry:  
Wis. Stats. 15.145(5)

## Statutory Authority for Council on Offender Reentry: Wis. Stats. 301.095

Wis. Stats. 301.095, "Council on Offender Reentry," delineates the Council's purpose as follows:

1. Inform the public as to the time and place of council meetings and, for at least one meeting per year, encourage public participation and receive public input in a means determined by the chairperson.
2. Coordinate reentry initiatives across the state and research federal grant opportunities to ensure initiatives comply with eligibility requirements for federal grants.
3. Identify methods to improve collaboration and coordination of offender transition services, including training across agencies and sharing information that will improve the lives of the offenders and the families of offenders.
4. Establish a means to share data, research, and measurement resources that relate to reentry initiatives.
5. Identify funding opportunities that should be coordinated across agencies to maximize the use of state and community-based services as the services relate to reentry.
6. Identify areas in which improved collaboration and coordination of activities and programs would increase effectiveness or efficiency of services.
7. Promote research and program evaluation that can be coordinated across agencies with an emphasis on research and evaluation practices that are based on evidence of success in treatment and intervention programs.
8. Identify and review existing reentry policies, programs, and procedures to ensure that each policy, program, and procedure is based on evidence of success in allowing an offender to reenter the community, improves the chances of successful offender reentry into the community, promotes public safety, and reduces recidivism.
9. Promote collaboration and communication between the department and community organizations that work in offender reentry.
10. Work to include victims in the reentry process and promote services for victims, including payments of any restitution and fines by the offenders, safety training, and support and counseling, while the offenders are incarcerated and after the offenders are released.
11. Annually submit a report to the governor, any relevant state agencies, as identified by the council, and to the chief clerk of each house of the legislature for distribution to the legislature under s. 13.172 (2) that provides information on all of the following:
  - a. The progress of the council's work.
  - b. Any impact the council's work has had on recidivism.
  - c. The effectiveness of agency coordination and communication.
  - d. The implementation of a reentry strategic plan.
  - e. Recommendations on legislative initiatives and policy initiatives that are consistent with the duties of the council.



### FY17 Meeting Dates

The Council is directed to hold meetings at least four times a year. All meeting notices are posted via the WI-DOC public website and in the Wisconsin State Journal. Members of the public are invited to attend all meetings. In FY16 the Council met on the following dates:

- September 22, 2016
- December 21, 2017
- March 15, 2017
- June 21, 2017

### Membership: Wis. Stats. 15.145(5)

The Council shall consist of 21 members, and the appointed members shall serve for 2-year terms and may be appointed for a maximum of two consecutive terms. The Chairperson of the council shall be the Secretary of Corrections or the Reentry Director, as decided by the Secretary of Corrections. The Chairperson may appoint subcommittees and the Council shall meet no less frequently than four times per year at a date and location to be determined by the Chairperson. Members of the Council shall include the Secretary of Corrections, or his or her designee; the Secretary of Workforce Development, or his or her designee; the Secretary of Health Services, or his or her designee; the Secretary of Children and Families, or his or her designee; the Secretary of Transportation, or his or her Designee; the Attorney General, or his or her designee; the Chairperson of the Parole Commission, or his or her designee; the State Superintendent of Public Instruction; the Reentry Director as appointed by the Secretary of Corrections; current or former judge, as appointed by the Director of State Courts; an individual who has been previously convicted of, and incarcerated for, a crime in Wisconsin, as appointed by the Secretary of Corrections; and the following persons, as appointed by the governor:

- (a) A law enforcement officer.
- (b) A representative of a crime victim rights or crime victim services organization.
- (c) A representative of a faith-based organization that is involved with the reintegration of offenders into the community.
- (d) A representative of a county department of human services.
- (e) A representative of a federally recognized American Indian tribe or band in this state.
- (f) A representative of a nonprofit organization that is involved with the reintegration of offenders into the community and that is not a faith-based organization.
- (g) A district attorney.
- (h) A representative of the office of the state public defender.
- (i) An academic professional in the field of criminal justice.
- (j) A representative of the Wisconsin Technical College System.

### Council Members during Fiscal Year 2017

Chairperson	Silvia Jackson, Reentry Director, DOC	Formerly Incarcerated Ex-Offender	Jerome Dillard, Reentry Coordinator, Dane County Jail
Department of Corrections	Patrick Hughes, Assistant Deputy Secretary	Law Enforcement Officer	Jon Nejedlo, Officer, Green Bay Police Department
Department of Workforce Development	Chytania Brown, Administrator, Division of Employment and Training	Victims Services	<i>(Pending Appointment)</i>
Department of Health Services	Beth Dodsworth, Conditional Release Program Supervisor, Division of Care and Treatment Services	Faith-Based-Organization	Michael Oberbrunner, Founder/ Executive Director, The New Man Project
Department of Children and Families	Dianne Jenkins, Executive Policy Advisor	County Department of Human Services	Antwayne Robertson, Director, Waukesha County Department of Health and Human Services
Department of Transportation	Ann Perry, Director, Bureau of Driver Services	American Indian Tribe/Band	<i>(Pending Appointment)</i>
Attorney General	Constance Kostelac, Director, Bureau of Justice Information and Analysis, Department of Justice	Nonprofit Organization	<i>(Pending Appointment)</i>
Parole Commission	Steve Landreman, Parole Commissioner	District Attorney	Susan Opper, District Attorney, Waukesha County
Department of Public Instruction	Carolyn Stanford-Taylor, Assistant State Superintendent, Division of Learning Support	State Public Defender	Paul Rifelj, Deputy State Public Defender
Judge (current or former)	Honorable Stephanie Rothstein, Judge, Branch 25, Milwaukee County	Academic Professional, Criminal Justice	Michael Knetzger, Instructor, Northeast Wisconsin Technical College
		Wisconsin Technical College System	Chuck Brendel, Associate Dean of Economic and Workforce Development

## Topics Presented in FY17

Meeting 1— September 22, 2016

### Sex Offender Treatment, Service Standards, and Recidivism

During the first meeting of fiscal year 2017, the Council on Offender Reentry focused on the Wisconsin Department of Corrections (WIDOC) Sex Offender Recidivism report, sex offender services standards, and examples of sex offender treatment programs for correctional populations in the prison system and in community supervision. Presenters included WIDOC's Director of Research and Policy, Division of Adult Institutions psychologists, and treatment providers from ATTIC Correctional Services, a contracted provider for the Division of Community Corrections.

### Department of Corrections Sex Offender Recidivism after Release from Prison

Megan Jones, Ph.D., Director of Research and Policy, Department of Corrections

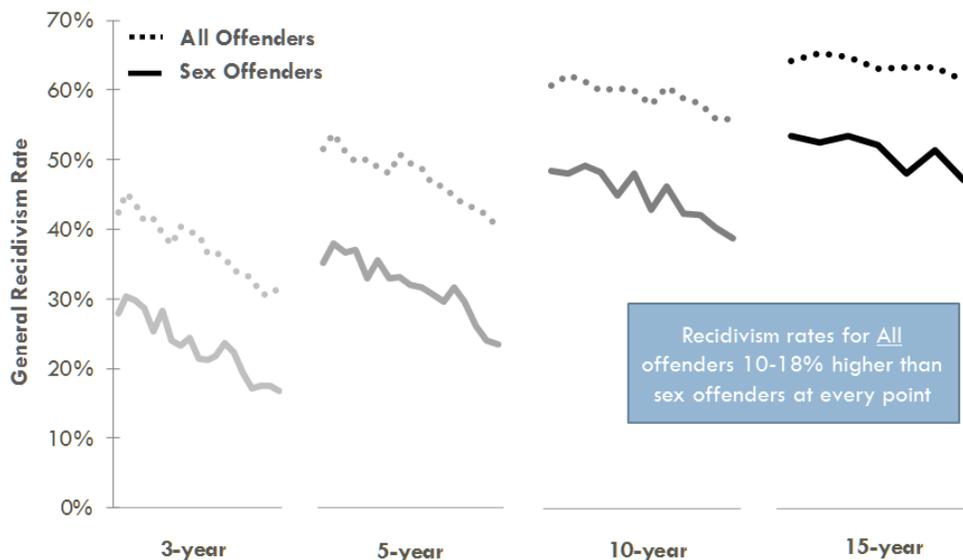
For a variety of reasons, there is a unique focus on the sex offender population. Notable areas of focus with this offender population include public safety concerns, public perceptions about sex offender risk of reoffending, the sex offender registry, sex offender treatment (including Chapter 980 Sexually Violent Persons), and the expanded conditions of supervision i.e., electronic monitoring).

For Wisconsin Department of Corrections (WIDOC), the definition of recidivism is: "Following an episode of incarceration with the WI DOC, to commit a criminal offense that results in a new conviction and sentence to Wisconsin Department of Corrections prison or probation." Sexual Recidivism is defined as: "Following an episode of incarceration with the WI DOC, to commit a **sex offense** that results in a new conviction and sentence to WI DOC prison or probation."

WIDOC's Research and Policy Unit analyzed sexual recidivism for sex offenders who were released from Wisconsin prisons between 1992 and 2010, exploring four follow-up periods. There are longer follow-up periods included for the sex offender population because research shows it usually takes longer for sexual recidivism to occur, compared to general recidivism. The sample size for this analysis was 12,849 individuals (predominately males). This analysis included the following highlights:

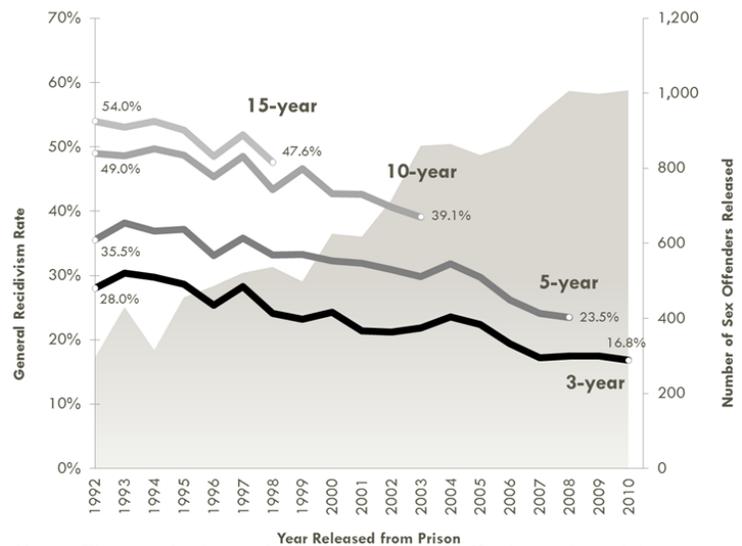
- General recidivism rates are higher than sex offender recidivism rates

## General Recidivism Rates Sex Offenders vs. All Offenders



Left: The graph on the left shows recidivism rates for all offenders versus the recidivism rates for sex offenders specifically. At after follow-up point, recidivism rates for sex offenders were lower than recidivism rates for the offender population as a whole.

- General recidivism rates for sex offenders has decreased. The shaded area in the plot below shows the number of offenders released from prison; the number released has increased while sexual recidivism has gone down.
- It is difficult to look at the data for females specifically because there is not enough of the population to calculate meaningful rates
- General recidivism shows younger offenders are typically more likely to reoffend than older offenders, but this trend is not necessarily the case with sexual recidivism.
- For those who do recidivate, the length of time prior to recidivism is about twice as long for sex offenders committing sex offenses than for general offenders committing a general offense. Rates decreased over time for both groups.
- There are higher overall general recidivism rates Black sex offenders than whites, but white sex offenders had higher rates of sexual recidivism than Black sex offenders.
- For a 2010 three-year follow up period, the number of recidivists for sex offenses was lower than the number of recidivists for public order offenses, violent offenses, property offenses, or drug offenses.
- The majority of sex offenders who recidivated had an offense that fell into the public order offenses category. The most common public order offense was failure to provide registry information (registry violation).



Above: This graph shows that the number of offenders released has increased steadily between 1992 and 2010, while recidivism rates for all follow-up periods have decreased.

### Department of Corrections Sex Offender Services Standards

Bruge Erdmann, Ph.D., Sex Offender Treatment Specialist, Department of Corrections; Valerie Gonsalves, Psychology Manager, Division of Community Corrections, Department of Corrections

Wisconsin Department of Corrections (WIDOC) has been receiving technical assistance from the University of Cincinnati Corrections Institute (UCCI) to develop evidence-based program standards. The Council members reviewed a draft document outlining WIDOC's Sex Offender Treatment Standards. These standards will increase consistency with sex offender treatment. Needs specific to transitioning into the community would ideally be met while the offender is incarcerated. Continuum of care during the transition from incarceration to community supervision can be challenging. Treatment providers will be less likely to repeat treatment, which sometimes occurs when they are not sure what treatment the offender has already completed. This work will continue under the Evidence Based Program Standards Committee and division-specific implementation teams.

Sex offender population	Assess level of risk	Assess criminogenic needs	Assess treatment needs	Assess protective factors	Assess responsivity factors	Assess treatment progress
Adult males	Static-99R	COMPAS	Stable/Acute-2007	SAPROF	Criminal characteristics, reading level, mental health, developmental/ intellectual/ physical disability, motivation	Stable/Acute-2007
Juveniles	JSOAP-II (sometimes Static-99R)	COMPAS	JSOAP-II (sometimes Stable/ Acute 2007)	SAPROF- Youth Version	(see above)	JSOAP-II
Adult females	Gender-informed general risk assessment	COMPAS	No validated tool available to assess treatment needs for female sex offender population	SAPROF	(see above)	Gender-informed assessment and treatment

## Sex Offender Treatment: SOT-2

*Nick Werner, Psychology Supervisor, Redgranite Correctional Institution*

About 110 inmates receive sex offender treatment services at Redgranite Correctional Institution (RGCI) each year. Of these, about 42-56 inmates have been successful in graduating from treatment each year. The refusal rate is high, around 38-50%. It is important to explore the reasons for this high rate, as well as outcomes for individuals who refuse treatment.

This 100-hour program typically takes between 7-12 months to complete and is broken up into 2-3 hour sessions. Enrollment is voluntary and is determined by inmates' dates of release and/or parole eligibility. A lot of time is spent on the Active Account, which helps the facilitator determine a participant's cognitive distortions and what needs the participant may have in order to succeed in treatment. As one group member takes responsibility for his offense, this often helps the rest of the group open up and take responsibility for their offenses. The group looks at factors influencing the sex offense, decision making, and communication needs. Participants complete a detailed 22-page relapse prevention assignment, requiring them to look at every step of the offense, what they were thinking, how they can prevent it, what community resources they can utilize, and how they will be successful. Agents visit and talk with the group about how to be successful on supervision in the community.

## Oshkosh Correctional Institution Sex Offender Treatment Program: SOT-4 and GOALS (SOT-4 Adaptive Program)

*Dr. Amy Karn, Psychologist, GOALS, Oshkosh Correctional Institution*

The Sex Offender Treatment Program SOT-4 at Oshkosh Correctional Institution (OSCI) focuses on skill building. The program was adapted from a program that was provided at Sand Ridge Secure Treatment Center administered by Department of Health Services.

There is a high refusal rate with this program at OSCI, and the institution is exploring the possibility of whether a pre-treatment program would be beneficial for this population. One of the main reasons inmates who are potential participants refuse this programming is because they believe their agents will have them complete the program again in the community regardless of whether this programming is completed in the institution setting. There is no equivalent program for offenders to complete in the community, in particular for the high risk offenders, so exploring the reasons for refusal is important. Sex offender treatment clinicians have been working toward adapting some of the more rigid rules of supervision for sex offenders on community supervision.

## Division of Community Corrections Contracted Community Sex Offender Treatment Program

*Tiffany Walker, Vice President of Operations, Clinical Consultant, ATTIC Correctional Services, Inc.*

*Nate Melanson, Licensed Professional Counselor, ATTIC Correctional Services*

In fiscal year 2015, the Wisconsin Department of Corrections (WIDOC) Division of Community Corrections (DCC) spent \$2 million on sex offender treatment. One of WIDOC's contracted providers is ATTIC Correctional Services, an organization that provides sex offender treatment for offenders on community supervision.

Thorough referrals from DCC agents assist the treatment provider in matching offenders to the most appropriate treatment. The COMPAS assessment narrative is sent with the referral. Each client is interviewed during the assessment process, and additional information is obtained from the agent. The agency uses the Static-99 for static risk factors as well as the Sex Offender Treatment Intervention and Progress Scale (SOTIPS). Changes might be made as WIDOC's sex offender treatment standards are put into place (i.e., using the STABLE-2007).

At the time of the Council meeting, ATTIC was running eight groups of varying dosage for different risk levels and responsivity. Groups include the following: moderate to high risk, high risk, low risk, a group for people with an intellectual disability, Alternative to Revocation, and Aftercare. ATTIC responds promptly after receiving a referral from a WIDOC agent. Once the referral is received, the offender can be assessed and in treatment within one to two weeks. After assessment, it could take up to about two weeks to complete the intake procedures, and then the client can join the treatment group.

In some of the more rural counties, offenders receiving treatment have to drive a greater distance because resources are not as readily available locally. Some providers in northern counties are looking for more treatment staff to provide this programming. Cities like Madison and Milwaukee have a lot more resources available locally for offenders needing treatment.

Meeting 2 — December 21, 2016

**Wisconsin Treatment Alternatives and Diversion Programming, Legislative Council Study Committee on Recidivism Reduction**

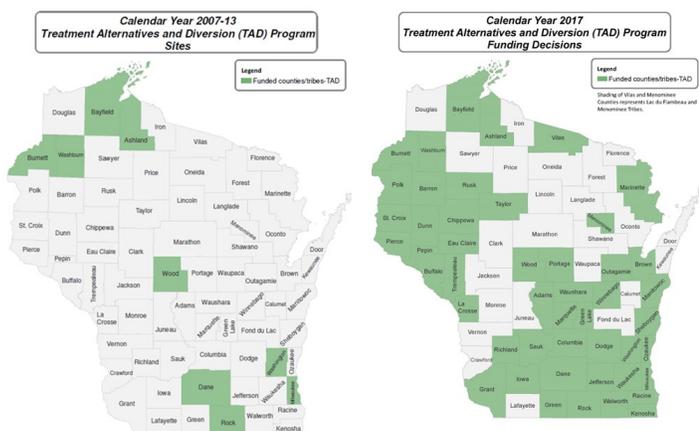
During the second meeting of FY17, the Council focused on Wisconsin’s Treatment, Alternatives, and Diversion (TAD) Programming and the recommendations made by the Legislative Study Committee on Recidivism Reduction. Presenters for this meeting included the Bureau of Justice Information and Analysis from the Department of Justice, representatives from a TAD-funded treatment court, a representative from a TAD-funded diversion program, and two senior staff attorneys from Wisconsin’s Legislative Council.

**Treatment Alternatives and Diversion Overview**

*Constance Kostelac Ph.D, Director, Bureau of Justice Information and Analysis, Department of Justice*

Treatment Alternatives and Diversion (TAD) is a combination of diversion and treatment programs designed to reduce recidivism, focus on offenders who abuse alcohol and other drugs, and increase public safety. Treatment courts are intended to promote recovery and address underlying issues. Diversion programs provide offenders the incentive to avoid conviction or reduced charges if they successfully complete program. (Refer to Wis. Stats. 165.95 for more detail. TAD is overseen by the Department of Justice (DOJ)).

As of 2017, 46 counties and 2 tribes are receiving TAD funds for treatment courts and diversion programs. These programs collaborate with the Department of Corrections, Department of Health Services, Wisconsin State Courts, and Department of Justice. There is a heavy focus on the importance of using evidence-based practices.



Wisconsin TAD funding has increased since 2007, and the competitive application process which occurs every 5 years has become increasingly structured. Programs are expected to implement evidence-based practices, adhere to standards, utilize risk/needs assessments, connect participants with appropriate treatment services, collect and report on participant-level data, and maintain a Criminal Justice Coordinating Council (CJCC). When counties/tribes reapply for TAD funding, it is possible they could be denied further funding if they are not making enough progress meeting these criteria; however, the goal is for all programs to maintain their funding for the full five-year period. Participating counties and tribes are in different stages of implementation; therefore, the program is flexible and designed to meet local needs. Feedback is gathered from targeted areas to plan training opportunities. Performance measures for adult drug and hybrid courts were published in 2016 and are available online.

Year	Event	Outcome
2014	Wisconsin treatment courts standards published	Outcome data can be found in the 2014 TAD Participant Outcomes and Cost-Benefit Report. At that time, TAD treatment courts had a completion rate of 56%. Based on meta-analyses, the national completion rate estimate is around 50%.
2015	Wisconsin treatment courts standards trainings	
2016	Performance measures for adult drug/hybrid courts published	Investment in TAD programs has been cost effective. Every dollar invested in TAD yields \$1.96 in benefits to the criminal justice system through reduced crime and averted incarceration. The average net benefit per discharge (benefit minus cost) was estimated at \$2912. An analysis will be conducted by DOJ in the future to compare TAD program participants to individuals who received a more traditional sentence (i.e., going to prison).
2017	TAD Competitive Process & CORE reporting system.  Additional targeted treatment court training & performance measures	DOJ has developed a web-based reporting program called Comprehensive Outcome, Research, and Evaluation Reporting System (CORE). This program is being rolled out to sites to support the collection and analysis of data to meet performance measurement and evaluation needs.

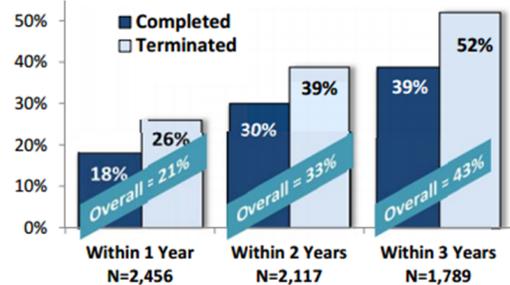
## 2017 Treatment Alternatives and Diversion (TAD) programs Wisconsin Counties/Tribes

Below: 2017 map of Treatment Alternatives and Diversion (TAD) programs throughout Wisconsin

Right: This bar chart illustrates the one-, two-, and three-year recidivism rates for 2007-2013 TAD participants. Rates for successful completions are compared to the rates for participants who were terminated from the program prior to completion.

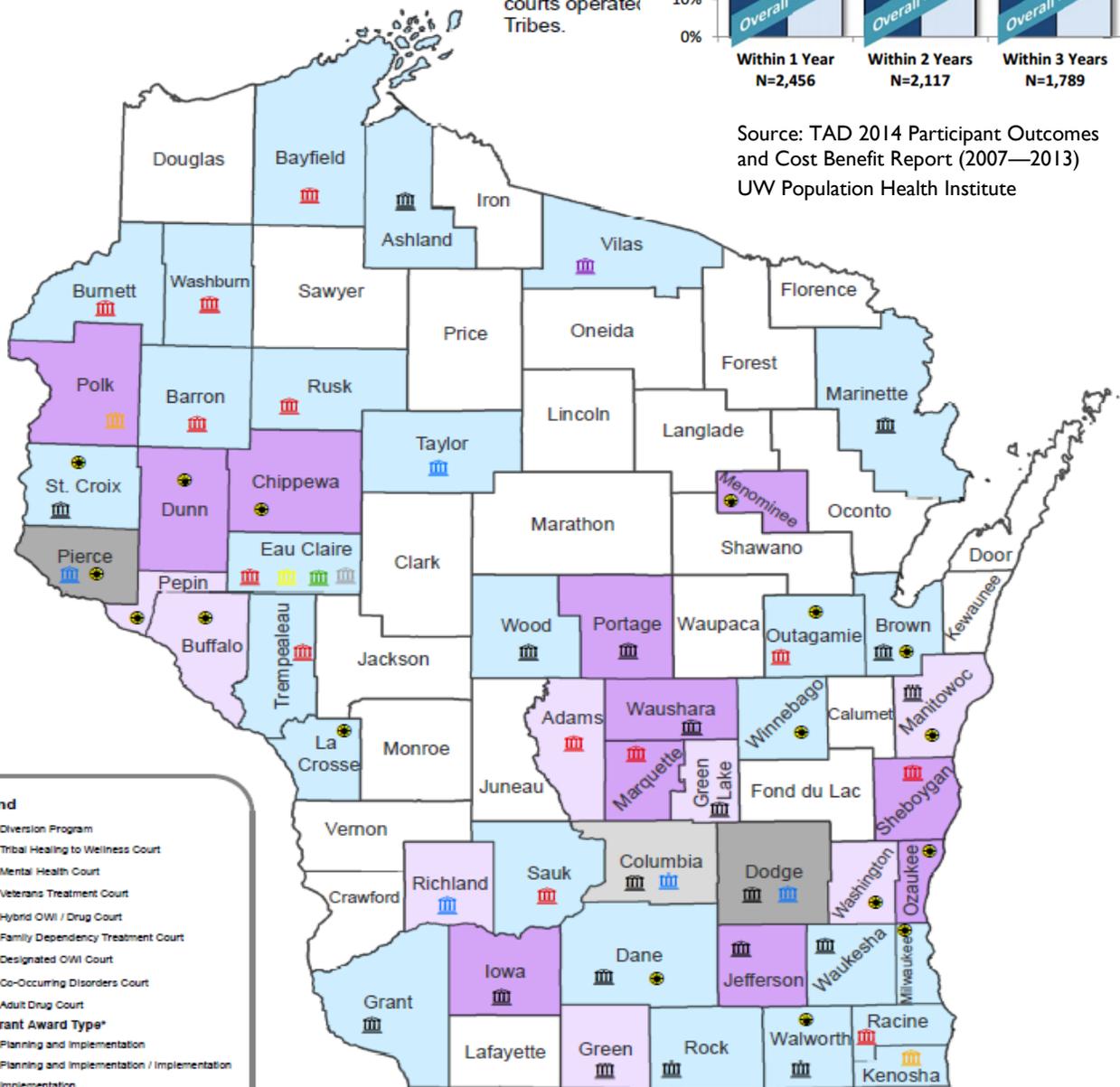
### 2014 TAD Participant Recidivism (2007-2013)

Any New Criminal Offense Within 1, 2, and 3 Years After TAD Discharge Which Resulted in Conviction



The courts in V courts operate Tribes.

Source: TAD 2014 Participant Outcomes and Cost Benefit Report (2007—2013)  
UW Population Health Institute



The courts in Vilas and Menominee counties represent courts operated by the Lac du Flambeau and Menominee Tribes.

### Program Highlight: Dane County Diversion Program

*James Sauer, Substance Abuse Counselor, Dane County District Attorney's Office Deferred Prosecution Unit*

Dane County has a Deferred Prosecution Unit (DPU) Opiate Diversion Program committed to the protection and safety of the public. Opioid treatment can vary in acuity level, and participants can move from one level of intensity to another. The program has both medication-assisted therapy and opiate agonist therapy, and the majority of clients are using one of three medications supported by this program. Each client has a medical team, a substance abuse counselor, and a color call-in system for random urinalyses. Clients have weekly face-to-face contact with their substance abuse counselors and provide urine samples around two times per week. The program is intense and typically lasts between nine and fifteen months.

Helping the client gain employment is considered a proximal goal while education goals are considered distal goals and are emphasized later in the program. A formula is used to determine rates for people who are not able to afford the standard rate for pay for treatment court services. The lowest amount someone would have to pay is currently \$90 over the course of nine months. Written work is required, with a minimum of nine written assignments. One assignment is a goodbye letter to the client's drug of choice.

**Program statistics for July 2013 to July 2016 include the following:**

- **Participation:** There were 174 referrals and 153 admissions. The average contract length was 11 months.
- **Population:** 55% were male, 95% were Caucasian, 3% African American, 1% Asian, 1% Hispanic, 82% had/obtained employment, 66% were unmarried, 60% had some college, 35% had high school or equivalent education
- **Completion:** Successful completion rate for program participants (not including individuals who signed up but did not participate) was 67%.

### Program Highlight: Rock County Treatment Court

*Tiffany Minguay, Treatment Court and IDP Supervisor*  
*Sergeant Jay Williams, Rock County Sheriff's Department*

The Rock County Drug Treatment Court team includes representatives from the Sheriff's office, human services, probation and parole, and the public defender's office program administrator. There is no coordinator for this program, and these duties are spread out. There is a Memorandum of Understanding (MOU) with everyone on the team.

This program was one of the original sites receiving Treatment Alternatives and Diversion (TAD) funding in 2007. None of the services are referred externally except for detox treatment and inpatient treatment; the majority of the services were provided in house through Rock County's Human Services. Initially, the program was for individuals who were low to medium risk and it lasted nine months. Now the treatment court is focusing on higher risk offenders, and there is a twelve-month minimum for the program. Someone recently graduated who had been in the program for just over two years. Successful completion of program results in dismissal of charges or a reduced sentence. Participants either complete the program or are terminated.

The entry process begins with a court referral from one of the following: post-plea referrals, pre-conviction referrals, or Alternative to Revocation (ATR) referrals from WIDOC. Past violence or use of a dangerous weapon charges or convictions may exclude participation.

**Total Admissions 546**

Current Program Status		
Active	33	6.0%
Pending Admission	0	0.0%
Graduate/Complete	258	47.3%
Termination	235	43.0%
Drop-out	10	1.8%
Administrative Termination	10	1.8%
Other	0	0.0%

The LSI-R:SV is used to screen for eligibility, and the team decides on admission based on referral paperwork. The individual goes back to court to enter his or her plea and returns to the treatment court office to receive a program start date. Participants have a one-time \$100 program fee and then \$10 for each week of participation. (Fees are waived for WIDOC clients.)

A full assessment is conducted when the individual enters the program, including a criminogenic risk/need assessment and a full biopsychosocial assessment, and then an individualized treatment plan is developed. Participants meet with a therapist at least once per week, as often as daily. All therapists are certified in dual diagnosis treatment. In the beginning, they participate in about three groups. The participants use Vivitrol and Suboxone but not methadone. (Individuals who want methadone will need to go somewhere else.) There is a doctor on site for this.

Above: At the time of this meeting, there had been 546 total admissions. 33 clients were active, and there had been 258 successful graduations.

## Case Management Systems for Treatment Courts—Part 1

*Jared Hoy, Reentry Project Manager, Department of Corrections*

Wisconsin Department of Corrections, Department of Health Services, State Courts, and Department of Justice have been trying to support the work of specialty courts. One of the areas recognized as an emerging need is having case management tools to support these programs. A draft charter document was presented at the Council meeting which discusses the need for case management solutions.

Northpointe has developed a Specialty Courts Module for COMPAS which poses a potential solution for counties seeking a case management system. The Council on Offender Reentry discussed the possibility of developing a small workgroup that seeks to first identify how big of a need this is. Some counties have already been using different methods for case management already. The workgroup would be involved first in doing an assessment to determine potential need by teaming up with local counties and agencies. If there is interest, the group could move forward with trying to develop a plan for this.

## Legislative Council Study Committee on Recidivism Reduction

*Michael Queensland, Senior Staff Attorney, Wisconsin Legislative Council*

*Melissa Schmidt, Senior Staff Attorney, Wisconsin Legislative Council*

The Legislative Council is tasked with studying various areas of research. One of their seven study committees was the Study Committee on Reducing Recidivism and Removing Impediments to Ex-Offender Employment. The Chair is Senator Alberta Darling and the Vice-Chair is Representative Rob Hutton. There are also public members that represent various areas of expertise. The group met four times between July and November of 2016. They started on an even playing field, receiving testimony from Department of Corrections, Department of Workforce Development, Department of Health Services, Milwaukee Area Technical College, WISDOM, the Alma Center, ex-offenders, and employers. A variety of topics related to criminal justice were examined, and 11 recommendations were approved.



Typically study committees come up with legislation and seek approval. In this case, due to the size and importance of this task, the study committee was tasked with identifying problems and putting these into recommendations which will later be used when creating legislation. The recommendations are as follows:

- Windows to Work –expansion of the program
- Opening Avenues to Reentry Success (OARS) – expansion of the program
- Integrated Reentry and Employment Strategies (IRES) – supporting implementation
- Milwaukee Area Technical College – providing support for MATC to provide education and training in high demand and high growth occupations, using IRIS model and other evidence-based approaches
- Medication Supply upon Release from Prison – increasing to four-week supply of medication for releasing inmates
- Healthcare and Human Services Program Enrollment – if the person is able to enroll while incarcerated, they should be able to complete the application in incarceration
- Trauma-Informed Care Pilot Program – recommendation regarding collaboration between DOC, DHS, DCF, and the Alma Center to develop a program to be implemented by DOC to provide trauma-informed services to offenders and families of offenders who are or have been incarcerated in a correctional institution.
- Trauma-Informed Care DOC Study and Training – DOC to study how trauma-informed care can be used to reduce recidivism and to continue to provide department staff with training on trauma-informed care
- State of Wisconsin Identification Cards – currently the Department is assisting inmates with this. This recommendation is about inmates getting screened when they first enter into the prison.
- Council of State Governments Justice Reinvestment Initiative – regarding the request of assistance from the Council of State Governments Justice Center to review Wisconsin's justice system and provide data-driven policy options

Standing Committees of the Legislature – this is a combination of fifteen sub-recommendations.

All of the information is available online by searching for the Wisconsin Legislative Council State Government or following this

link: <http://docs.legis.wisconsin.gov/misc/lc/study/2016/1495>.

## Meeting 3 — March 15, 2017

### Evidence-Based Practices and COMPAS, Online Work Readiness Assessment, and Treatment Courts Case Management

The Council's third meeting of the fiscal year focused on the COMPAS risk/needs actuarial assessment and case management tool, evidence-based practices, and a job readiness assessment tool. The group also discussed the possibility of forming a workgroup to assess potential need for a case management tool for specialty courts throughout the state. The meeting included presentations hosted by the Department of Corrections and Employ Milwaukee, and the group received a demonstration of the Online Work Readiness Assessment by an expert consultant.

### Principle of Effective Intervention Highlight: Risk/Need—Assess Actuarial Risk Evidence-Based Practice and COMPAS

*Jared Hoy, Reentry Project Manager, Department of Corrections*

National Institute of Corrections (NIC) identifies eight principles of effective intervention. Aligning with these principles helps correctional systems have more of an impact in the criminal justice system. Wisconsin Department of Corrections (WIDOC) has adopted their eight principles as the foundation of their evidence-based practice.

The level and dosage of services should be based on the individual's level of risk and criminogenic needs. To the extent that this is possible, programming and supervision should be tailored to the individual's characteristics to address responsivity factors.

There have been four generations of these risk tools. The first generation refers to the use of professional judgment with support from collateral information. The second generation includes actuarial, tools based solely on static factors; predictions for future behavior are based on what someone has done in the past. The third generation tools included dynamic factors like substance abuse treatment, jobs, school, etc. Tools of this generation were based on theories of criminology. Fourth generation risk tools connect risk and need information to case planning and a case management module. They are continually updated and revalidated and are subject to peer review.

Research says professional judgment alone leads to a prediction accuracy rate of around 51-52% of correctly predicting somebody's likelihood of reoffending. The actuarial tool by itself accurately predicts around 70% of the time. Pairing experience and knowledge with the actuarial tool brings us closer to about 80% accuracy in predicting someone's risk. It is important to not neglect professional judgment.

WIDOC procured Correctional Offender Management for Alternative Sanctions (COMPAS), owned by Northpointe, Inc. (now Equivant), in 2011, and rolled it out in 2012. COMPAS uses multi-modal assessment, including an official records section, an interview section, and a self-report section in which the offender completes a series of multiple choice questions on paper. COMPAS gives a general risk score, a violent risk score, and a pre-trial risk score. It also identifies the individual's criminogenic needs. Professionals should not rely solely on this tool for supervision levels; overrides can be implemented to deviate from the tool's recommendation. WIDOC staff use it for other case management functions as well: writing pre-sentence investigations, entering rules of supervision, and for evidence-based response to violation (determining how to respond to violation for a person on probation or parole).

COMPAS is not a crime-specific predictor. It is not meant to determine whether someone should be incarcerated. COMPAS is used at multiple decision points throughout the correctional lifecycle. In WIDOC, the assessment is done at intake to community supervision or incarceration, prior to release from prison, for supervision level classification, in response to violations, and when there have been significant changes in an offender's legal and/or life circumstances.

Initially COMPAS was normed on a national population of offenders. WIDOC has since normed the tool on our Wisconsin population. There have been studies done to validate this tool, and WIDOC will be working on its own validation study to verify that the tool is successful in doing what is intended to do.



(Bogue et al., 2004)

Above: NIC's eight principles of effective intervention are often displayed in a ribbon in which the bottom level reads "risk/need: assess actuarial risk." WIDOC procured the COMPAS risk need assessment and case management system in 2010 to meet this principle.

## Case Management Systems for Treatment Courts—Part 2

Jared Hoy, Reentry Project Manager, Department of Corrections

Specialty courts and diversion courts are part of the continuum involved in successful transition to the community. This work is being discussed with the Council because of the different agencies represented in this group and members' connections with local stakeholders. Department of Corrections and Department of Justice have collaborated with counties implementing specialty courts. At the time of this meeting, there were 46 counties and two tribes with specialty courts and/or diversion programs funded through the Treatment Alternatives and Diversion (TAD) Program. There has been discussion around the potential benefits of having a consistent case management process available for those courts, which would serve as a central location for referral information, program progress, and other documentation. To date, there has not been a consistent method for this throughout Wisconsin. One option is COMPAS, in which there is a specific component for specialty courts case management that is currently not leveraged in Wisconsin. Before moving forward with pursuing this option for treatment/specialty courts case management, it is important to determine the level of need in Wisconsin for this type of tool.

A charter has been developed to outline the goals of a group working on this issue. The first goal identified in the charter is to assess need, and the second is that if it is determined this would be supported, then the decision regarding which case management tool should be pursued will be explored. This may be the specialty courts module within COMPAS or it may be a different tool. Feedback was requested from the group regarding whether there is interest in participation in the workgroup looking at these areas.

## Job Readiness Assessment—Online Work Readiness Assessment (OWRA)

Chytania Brown, Vice President, Employ Milwaukee

Daylon Beamon, Expert Consultant, ICF

Jeanette Hercik, Senior Vice President, ICF

Employ Milwaukee recently adopted the Online Work Readiness Assessment (OWRA) to assess job readiness in their clients. The assessment content comes from the perspective of the employer with regard to what an employer would believe is necessary for successful employment. In 2015 the workforce development board received a grant through the SAFER Foundation Midwest Reentry Employment Network. Employ Milwaukee staff were trained in the OWRA and motivational interviewing. Employ Milwaukee's goal was to learn more about their client population, make evidence-based referrals, and improve coordination and service delivery. This customizable, web-based tool is being deployed statewide in California, and many other states have adopted it as well.

The tool has five different modules. Intake module includes general information, household, and finances. The OWRA interfaces with Employ Milwaukee's participant tracking system to include the demographic information into the assessment tool. Experience and interest is extremely important. It is important to know what interests the client. Other areas assessed include: education history, housing, transportation, general health, mental health, substance abuse, domestic violence safety (victim and perpetrator indicator questions), pregnancy, childcare and parenting, and relationships. There is also a "final thoughts" section in which the career coach or participant can add additional details of interest. The tool makes recommendations based on the barriers that are identified through the assessment. (Certain items are flagged as identifying barriers for the client.) This is only a recommendation and does not override the career coach's discretion.

Throughout each section, the questions ask about different areas in different ways. For example, there are questions about substance use throughout different modules, asking more directly whether a drug test was the reason for not getting or maintaining a job. Results of the assessment are included in the OWRA Self-Sufficiency Plan, which indicates strengths and barriers. After the assessment is complete, the next phase is for the interviewer and the client to go over the recommendations and build the client's individualized case plan. This is meant to be a strength-based process, for which the client needs to be involved.



Employ Milwaukee needs to continue to update the resources available in that region, so this information can be worked into the referrals made in the planning phase to address specific barriers. This plan is dynamic; once a referral is made, Employ Milwaukee is now able to track the referral. This is something they were not able to do in the past.

Based on interests and previous work history, the tool gives regional Labor Market Information (LMI) employment projections for Wisconsin to match areas the individual is willing to consider for employment. Specifically, LMI provides current vacancies by field, wage information, required education, and projections for future employment in that area.

*Above: The Online Work Readiness Assessment helps determine a client's degree of job readiness by gathering information about what is necessary for successful employment from the employer's perspective. .*

Meeting 4 — June 21, 2017

**Enhancing Intrinsic Motivation, Career Vocational Training Programs for DOC Inmates**

The fourth meeting of the year focused on motivational interviewing and vocational training programs for the correctional population. This meeting included presentations from the Department of Corrections, Madison College, Moraine Park Technical College, and Milwaukee Area Technical College.

**Principle of Effective Intervention Highlight: Enhancing Intrinsic Motivation**

Vonda Benson, Motivational Interviewing Implementation & Fidelity Specialist and Trainer, Department of Corrections  
 Ted Izydor, LPC, CSAC, ICS, MBA, Full Potential Coaching and Consulting, LLC

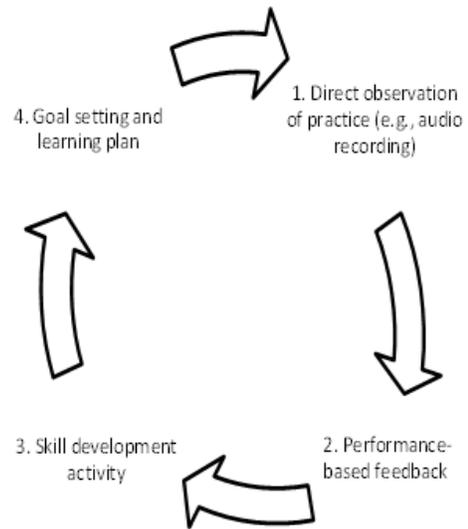
Motivational interviewing (MI) is a well-established evidence-based practice for addressing a range of behavior problems across diverse systems. The method originated over thirty years ago; its effectiveness is grounded in the process of exploring and strengthening a person’s own motivations and commitment to change. Enhancing Intrinsic Motivation is one of the eight principles of effective intervention identified by the National Institute of Corrections (NIC).

Research has shown it is less impactful to tell offenders what needs to happen than to evoke this change through motivational interviewing. Wisconsin Department of Corrections (WIDOC) rolled out a department-wide motivational interviewing initiative in the past year. With regard to crime, focusing only on punishment is ineffective; it is more helpful for offenders to be motivated to make changes for themselves. One of the main takeaways with motivational interviewing training is that ambivalence is normal and behavioral change can be difficult. There are often many reasons why people do not make changes, so when WIDOC staff discuss behavioral change with offenders, they are encouraged to validate and normalize offenders’ reasons to put off making change and normalize this – “ambivalence is a normal step on the road to change.” She showed a short video about the natural tendency to respond to an offender by pointing out the obvious reasons someone would want to make a change. In turn, the offender’s natural response would then be to come up with arguments against change. The more effective method would be to

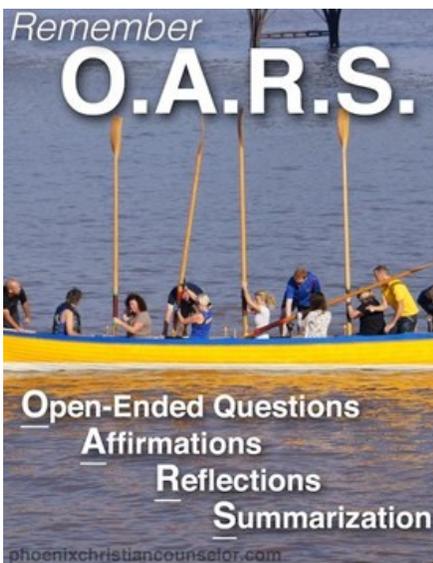
have that person come up with his or her own reasons for change. If the interviewer reflects this back to the client, it is powerful for that person. Some of the important skills involved in motivational interviewing are summarized with the OARS acronym: Open-ended questions, Affirmations, Reflections, and Summarization.

Vonda Benson and co-presenter Ted Izydor demonstrated a role play for the group during which they used motivational interviewing skills in an interview about making healthy choices for eating. Although Mr. Izydor expressed ambivalence, he ultimately came up with his own solutions in addressing his goal.

Mr. Izydor, independent clinical supervisor for the Lafayette Human Services Project, discussed the rollout of motivational interviewing in the services provided by his workplace. Soon after incorporating this communication style, the agency began to experience some positive results. However, not all staff members were receptive to move toward MI. Ted Izydor spearheaded a staff survey and discovered there was not immediately an overwhelming positive response at that time. Because job satisfaction is a key variable in determining whether someone will stay with their job, increasing job satisfaction could lead to financial savings for the organization if turnover was decreased. In probation and parole, burnout is often part of the job. Motivational interviewing is an evidence-based and effective method save money for the organization; increasing job satisfaction could lead to financial savings for WIDOC.



Above: The steps involved in the learning process for motivational interviewing involve practicing, skill-building, feedback, and developing a learning plan.



Above: Motivational Interviewing (MI) involves the skills identified in the acronym OARS.

## Moraine Park Technical College Dairy Farm Worker Training for Inmates at Waupun State Farm

Chuck Brendel, Associate Dean, Moraine Park Technical College



The Department of Corrections partnered with Moraine Park Technical College to develop a training program to teach dairy farming skills to inmate workers at Waupun State Farm. This program is helping to provide an increased labor force for the state's dairy farming industry. There are about 850 farm job openings reported annually in Wisconsin. Many of these farm workers are able to work their way up to the \$16-\$18 pay range relatively quickly. The dairy farm work in particular is steady employment, as the dairy farms operate year round.

This dairy worker certificate program includes 48 hours of training and two

credits during a two-month timeframe. The first credit includes training in milking, feeding, and handling skills (24 hours of classroom/lab work). The second credit includes training in reproduction, fresh cow, and calf skills (24 hours of classroom/lab work). Students work with pregnant cows, and they gain experience assisting with the birthing and raising of the calf.

Students have been very interested in the subject matter, two have been working on the farm and have felt like this training program has helped improve their knowledge and their ability to do their job. A one-hour informational session was done at John C. Burke Correctional Center. They found there was a relatively short window for doing the training at the farm. The workers are there on average between about three months and eight months. In selecting participants, candidates with demonstrated interest in the program and at least a ninth grade reading level were preferred.

Some of the challenges experienced during the development of this training program, included selecting meaningful training for a short duration, transportation and classroom logistics, getting qualified adjunct instructors, and scheduling classes in line with the availability of correctional staff. John C. Burke Correctional Center staff members have been instrumental in working out the necessary logistics to allow the inmates to participate in this program.

The program is pleased to report that eight inmates completed this two-credit Dairy Training Certificate in June of 2017.



Above: Students at the Dairy Farm Worker Training Program have classroom training as well as training on the farm in taking care of cows and learning farm maintenance skills. This program is the result of a collaboration between Wisconsin Department of Corrections and Moraine Park Technical College.

## Milwaukee Area Technical College CNC Training and Pell Grant Initiative

*Mona S-B Gauthier, Associate Dean, Manufacturing, Technical and Applied Science, Milwaukee Area Technical College*

During FY15, Milwaukee Area Technical College (MATC) was awarded a Wisconsin Fast Forward grant from DWD to offer an approximately 14-week, 14-credit CNC technical education certificate program for WIDOC inmates who were incarcerated at Marshall E. Sherrer Correctional Center (MCCC), Felmers O. Chaney Correctional Center (FCCC), and the Milwaukee Women's Correctional Center (MWCC), as well as offenders who were under DCC supervision in Region 3 (Milwaukee). WIDOC leveraged Becky Young funding



to support the training, and instruction began at the MATC Downtown Campus in early 2015. 56 participants have completed training with the assistance of Becky Young funding. The final cohort to utilize Fast Forward funding ended in August, 2016, however WIDOC and MATC are continuing to offer training through the Second Chance Pell Grant Pilot Program (24 participant completions as of June 30, 2017).

As of August, 2017, of the 80 participants who have completed training, 42 are currently supervised in the community (29 employed), and 16 of the incarcerated inmates are employed through work release. Of the 16 inmates employed through work release, all are employed in manufacturing occupations and earning an average wage of \$13.54 per hour.

*Above: Students use equipment in the CNC program at MATC.*

## Madison College Industrial Maintenance Training Academy

*Schauna Rasmussen, Dean, School of Workforce and Economic Development*

*Theresa Valencia, Full Time Faculty and Program Director, Industrial Maintenance Program*



Madison College is focusing on career pathways, a series of small attainable steps that connect training to work and prepare students for employment with industry-validated credentials. The school has been providing Industrial Maintenance Fundamentals training to Wisconsin Department of Corrections (WIDOC) offenders. The program includes metal processes, employability skills, workplace communication, machine tool math courses, safety, interpreting engineering drawings, and fluid power courses.



Industrial maintenance is a rapidly-growing field, with the Bureau of Labor Statistics estimating 16 percent annual growth. There are currently over 400 job openings in industrial maintenance in this district. Connecting with WIDOC has been a great match because WIDOC has offenders who need employment, and Madison College has connections with employers who need employees. As of July, 2017, of the 17 participants who have completed training, 12 are currently supervised in the community, and three of the incarcerated inmates are in work release status. Of the 15 inmates eligible for work (in the community or work release), all 15 are working and are earning an average wage of \$17.08 (nine of 12 participant wages known). Of those 15 participants who are working, nine are employed in maintenance and/or manufacturing occupations.

*Above: An Industrial Maintenance student is working in the welding lab at Madison College.*

Some of the employers who have hired WIDOC offenders from this program include Madison Kipp, Seneca, manufacturing companies, and Stoughton Trailers.



## Mission

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

## Core Values

**We are accountable to each other and the citizens of Wisconsin.**

- We manage our resources in an efficient, effective, sustainable, and innovative manner.
- We demonstrate competence and proficiency in the work necessary to accomplish our mission.
- We take individual responsibility for how we plan, perform, and manage our work.

**We do what's right – legally and morally – as demonstrated by our actions.**

- We value courage, candor, and conviction of purpose.
- We expect ethical behavior and integrity in all we do.
- We require honesty, adherence to the law, and the fair and equitable treatment of others.

**We recognize employees as the department's most important resource.**

- We work towards building a workforce of diverse individuals who achieve great things together.
- We recognize exemplary performance.
- We advocate in the best interest of our workforce.

**We value safety for our employees, the people in our charge, and the citizens we serve.**

- We provide the resources and training necessary for employees to safely accomplish our mission.
- We operate safe and secure facilities.
- We offer opportunities for offenders to become productive members of their communities.

**We expect competence and professionalism in our communications, demeanor, and appearance.**

- We demonstrate knowledge and skills within our areas of responsibility.
- We respond effectively and appropriately in our interactions and communications.
- We treat all people with dignity and respect.
- We recognize that we have one opportunity to make a positive first impression.

**EVERY PERSON, EVERY FAMILY, EVERY COMMUNITY  
MATTERS**

## Message from Jon Litscher, Wisconsin Department Of Corrections Secretary:

Over the past year, the Council on Offender Reentry has joined together over some of the largest initiatives in Wisconsin Department of Corrections (WIDOC). One of my top priorities since becoming Secretary has been to increase educational and employment opportunities for inmates to successfully transition from incarceration to the community. Collaborating with other agencies has been instrumental in getting WIDOC's offender population trained to work in high demand fields in jobs that will help them succeed in maintaining a living wage. Of particular note, Madison College, Milwaukee Area Technical College, and Moraine Park Technical College have partnered with WIDOC to enhance vocational training opportunities for inmates preparing for reentry.

As we invest in these areas, we need to be able to monitor the effectiveness of these efforts. WIDOC has taken steps to improve documentation of offender employment. Some of these strategies include working with the Department of Workforce Development to examine employment-related data for individuals on community supervision and requiring community-based providers to record inmate and offender employment and education information related to the contracted services they provide to WIDOC offenders.

This year the Council has begun focusing on the eight principles of effective intervention. The National Institute of Corrections (NIC) has identified these areas as most important in having a positive impact on the offender population and in reducing recidivism. WIDOC has recently made great strides in the area of motivational interviewing, which has been an approach to the second stage of the eight principles ribbon, "Enhancing Intrinsic Motivation" (p. 11). Improving the way our staff communicate with offenders can lead to greater offender engagement, better rapport with correctional staff, and overall improved outcomes. In the past year, correctional staff have participated in training and peer learning groups to develop and improve their motivational interviewing skills.

