



Legislative Fiscal Bureau

One East Main, Suite 301 • Madison, WI 53703 • (608) 266-3847 • Fax: (608) 267-6873
Email: fiscal.bureau@legis.wisconsin.gov • Website: <http://legis.wisconsin.gov/lfb>

May, 2019

Joint Committee on Finance

Paper #241

Windows to Work Expansion (Corrections -- Adult Correctional Institutions)

[LFB 2019-21 Budget Summary: Page 101, #13]

CURRENT LAW

The Department of Corrections currently operates a "Windows to Work" job services program for inmates, pre- and post-release from prison. Current funding for the program is \$1,492,200 GPR annually.

GOVERNOR

Provide \$250,000 GPR annually to expand the Department of Corrections' Windows to Work program to include the Racine Youthful Offender Correctional Facility (RYOCF), increase programming at Kettle Moraine Correctional Facility (KMCI) and the Milwaukee Secure Detention Facility (MSDF), and increase services to individuals returning to Milwaukee County and other Workforce Development Board areas.

DISCUSSION POINTS

1. Windows to Work (WTW) is a job services pre- and post-prison release program administered in partnership with the Department of Workforce Development's Workforce Development Boards (WDB). The program is designed to address criminogenic needs of medium- to high-risk offenders that may lead to recidivism, such as employment, education, anti-social cognition, anti-social personality, and anti-social companions. Workforce Development has 11 regional Workforce Development Boards responsible for labor training and development activities in specific geographical areas of the state. Corrections contracts with each of these boards to provide a WTW program at correctional institutions or county jail facilities in the particular workforce development area. Corrections describes the WTW program as follows:

"Individual and group participation begins 3 to 9 months prior to release from incarceration. The

WTW Coach provides participants with classroom training in core curriculum content areas, such as Cognitive Intervention, General Work Skills and Expectations, Financial Literacy, Community Resources, Job Seeking, Applications and Resumes. In coordination with the institution social worker and/or community corrections agent, individual release/case planning takes place. Coaches use a variety of assessment tools to assist in determining skill level and career path choices.

During the pre-release phase, county jail programs may function in a different manner due to the transient nature of the population. Many jail programs offer support to participants on an individual basis. This process still requires the utilization of curriculum as defined above, but in a more individualized manner.

In coordination with the Division of Community Corrections (DCC) Probation and Parole Agents, coaches assist participants with job search and job retention activities for approximately 12 months after release from incarceration. Participants receive assistance in accessing available community resources to address needs for food, shelter, clothing, transportation, and other services. WTW programs sometimes have limited funds to assist participants in addressing barriers to employment, such as transportation, education, personal identification (such as a driver's license) and work supplies."

2. Facilities where WTW programs operate and the WDB with which Corrections contracts include the following:

<u>Facility/Jail</u>	<u>Workforce Development Board Area(s)</u>
Chippewa Valley Correctional Treatment Facility	Northwest, West Central
Fox Lake Correctional Institution	South Central
Jackson Correctional Institution	Western
Milwaukee Secure Detention Facility	Milwaukee
New Lisbon Correctional Institution	Western
Oakhill Correctional Institution	South Central
Oshkosh Correctional Institution	Bay Area, Fox Valley
Prairie du Chien Correctional Institution	Southwest
Racine Correctional Institution	Milwaukee, Southeast
Redgranite Correctional Institution	Fox Valley
Kettle Moraine Correctional Institution	Bay Area
Sturtevant Transitional Facility	Milwaukee, Southeast
Stanley Correctional Institution	Northwest, West Central
Taycheedah Correctional Institution	Bay Area
Adams County Jail	North Central
Douglas County Jail	Northwest
Rock County Jail	Southwest
Waukesha County Huber Facility (Jail)	Waukesha-Ozaukee-Washington
Wood County Jail	North Central

3. According to the Department of Corrections, prior to a program redesign, WDB program employees could only enroll participants that were being released back to the WDB area that the employees worked in. Beginning on May 30, 2017, WTW started a process redesign that was intended to allow WDBs to transfer participants from one WDB area to another. Institutionalized participants can now enroll in the program while incarcerated and then transfer to the program in the WDB area

where they will be residing upon release. For example, the Bay Area WDB at Oshkosh Correctional Institution previously only enrolled inmates releasing back to the Bay Area; subsequent to the redesign, the Bay Area WDB can enroll an inmate releasing to Dane County, and then transfer that person to the program coach in the South Central WDB area upon release. Employ Milwaukee is the only WDB that does not currently accept transfers due to the high demand for programming and the current program population numbers in that WDB area. The redesign (along with the expansion of the program to new institutions) has directly impacted new enrollments in 2016-17 and 2017-18 as coaches are no longer limited to recruiting and enrolling individuals releasing to their WDB area.

4. Funding in 2018-19 for the WTW program is approximately \$1.5 million GPR. Funding is allocated as supplies and services under the Becky Young community corrections appropriation and supports costs such as coach positions, offender services, administrative costs, and training materials and supplies. During the 2017-19 biennial budget, the Committee increased WTW funding by \$250,000 GPR annually.

5. According to the Department, WTW had 507 newly enrolled participants in 2017-18, with an average daily population of 450 participants. During the 2017-18 fiscal year, 325 offenders were released from incarceration or began a jail-based WTW program. Of these participants, 255 obtained employment (78.5%). Of all of the active participants in 2017-18, 403 participants found 563 episodes of employment. An episode of employment includes temporary placements, on-site job training, work experience, seasonal employment, and full- and part-time employment. The average wage of a WTW participant was \$11.99 per hour in 2017-18.

6. While WTW does not maintain a waiting list, 2,300 individuals were identified as program-eligible as of April, 2019. As a result of program demand, WTW programs sometimes have limited funding to assist participants with transportation, education, and work supplies. This has especially been the case since the redesign of WTW. Funding in the bill is intended to allow the Department to more adequately support these costs as well as to expand WTW program services.

7. Under current program operations, funding is provided to local WDBs by contract to support released participants in the area and inmate participants in areas with prison facilities. It is up to WDBs to determine how the funding they receive should be allocated. Many WDBs supplement the program utilizing additional federal and/or state funding (the exact amounts are not tracked by Corrections and may vary from year to year).

8. Corrections will need to negotiate contracts with each of the WDBs to determine the exact allocation of funds provided under the bill. According to the Department, increased funding is intended to: (a) support enrollment of and provide case management services to offenders who will transfer back to Milwaukee after release from non-Milwaukee area institutions, since these releases are not currently allowed by the Employ Milwaukee WDB; (b) allow additional support for offenders released from the Milwaukee Secure Detention Facility (Employ Milwaukee WDB) and KMCI (Bay Area WDB); (c) expand WTW to the Racine Youthful Offender Correctional Facility (the only minimum- or medium-security facility at which WTW does not operate) through contracts with the Southeast WDB and/or the Employ Milwaukee WDB; and (d) provide for increased WTW participation through other WDBs. The bill does not specify to which WDBs monies would be allocated. Rather, as under the current program, Corrections would negotiate contracts with the WDBs

to provide the services Corrections determines may be appropriate for WTW participants in a particular WDB area.

9. While not specified in the bill, the Department indicates it anticipates allocating an additional \$76,000 to the Milwaukee WDB area, \$84,000 annually to the Southeast WDB area, \$5,500 to the Waukesha-Ozaukee-Washington (W-O-W) WDB area, \$27,000 to the Fox Valley WDB area, \$25,000 to the Bay Area WDB area, \$7,500 to the Northwest WDB area, \$10,000 to the West Central WDB area, \$10,000 to the Western WDB area, and \$5,000 to the Southwest WDB area. No additional funding is projected for the South Central or North Central WDB areas. However, as mentioned previously, funding allocated to each area represents the Department's estimate, and would be subject to change based on contracts entered into with each board.

10. Given the program's successful post-release job placements and recent redesign, the Committee may wish to provide increased funding, as recommended under the bill (\$250,000 GPR annually). Under this alternative, WTW would be operating in every minimum- and medium-security institution in the state. The Department, through contracts with the WDB areas, would have discretion to allocate funding to WDBs based on estimated offender need in the WDB area served. This would be similar to the manner in which the Committee provided additional funding to WTW in the 2017-19 biennial budget. The Department has indicated their estimated allocation of funding, above, based on area capacity, geographic footprint, and institutions served. [Alternative 1]

11. As noted previously, the 2017 redesign increased new enrollments and transfers across the state. In part due to the redesign, transfers increased by 400% from 2016-17 to 2017-18 and new enrollments increased by 74% during that same time. By way of example, the average annual new enrollments between 2014-15 and 2016-17 was 274 participants. In 2017-18, that number increased to 507. Given this increase in number of participants, the Committee could provide additional funding, beyond that recommended under the bill. If an additional \$50,000 GPR annually (\$300,000 annual change to base) was provided, the Department could provide increased monies to all WDBs to assist with increased populations and expand programming. [Alternative 2]

12. On the other hand, the Committee could reduce funding provided in the bill by \$50,000 GPR annually (\$200,000 annual change to base). Under this alternative, the Department would have to negotiate contract agreements with the 11 WDBs with a smaller budget increase available for distribution. [Alternative 3]

13. The Department currently has approximately \$1.5 million GPR in base resources budgeted for WTW. If the Governor's recommendation was removed, base resources would be available to continue the existing program. Funding for the program was increased in the last biennial budget, and the Department did not request additional funding for WTW in the agency's 2019-21 budget request. [Alternative 4]

ALTERNATIVES

1. Provide \$250,000 GPR annually to expand the Department's Windows to Work program largely in the Milwaukee and Southeast WDB areas, with remaining funding to other WDB areas.

ALT 1	Change to	
	Base	Bill
GPR	\$500,000	\$0

2. Provide \$300,000 GPR annually to expand the Department's Windows to Work program.

ALT 2	Change to	
	Base	Bill
GPR	\$600,000	\$100,000

3. Provide \$200,000 GPR annually to expand the Department's Windows to Work program.

ALT 3	Change to	
	Base	Bill
GPR	\$400,000	- \$100,000

4. Take no action.

ALT 4	Change to	
	Base	Bill
GPR	\$0	- \$500,000

Prepared by: Shannon E. Huberty