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LRB-3404/4 MGD:wlj:jf

# 1999 ASSEMBLY BILL 533

October 14, 1999 - Introduced by Joint Legislative Council. Referred to Committee on Corrections and the Courts.

AN ACT to repeal 301.047; to amend 15.01 (6), 15.02 (3) (c) 1., 15.105 (title), 20.505 (4) (title), 230.08 (2) (e) 1., 302.11 (1g) (b) 2., 978.03 (3) and 978.05 (8) (b); to repeal and recreate 302.11 (1g) (b) 2.; and to create 15.105 (26), 16.25, 20.435 (3) (ft), 20.505 (4) (em), 46.03 (44), 46.72, 59.54 (27), 301.03 (2t), 301.047, 301.065 and 978.044 of the statutes; relating to: authorizing the appointment of assistant district attorneys to provide restorative justice services; authorizing counties and the department of corrections to contract with religious organizations for the provision of services relating to delinquency and crime prevention and the rehabilitation of offenders; inmate rehabilitation; creating the office of government–sectarian facilitation; establishing a grant

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program for a neighborhood organization incubator; distributing funding for alcohol and other drug abuse services; and making appropriations.

#### Analysis by the Legislative Reference Bureau

This bill is explained in the Notes provided by the joint legislative council in the bill.

# The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

PREFATORY NOTE: This bill was prepared for the joint legislative council's special committee on faith-based approaches to crime prevention and justice. The principal features of the bill are:

 $\underline{\textit{Establishment of three assistant district attorney positions to engage in \textit{restorative}}}_{\textit{justice}}$ 

Current law specifies that each county shall have one district attorney. Current law also authorizes the appointment of one or more deputy district attorneys for the larger population counties and one or more assistant district attorneys for all counties, as requested by the department of administration (DOA) and authorized by law. This bill authorizes one assistant district attorney project position each for Dane County, Milwaukee County and a county other than Dane or Milwaukee, to be selected by the attorney general in consultation with the department of corrections (DOC), to develop and operate restorative justice programming in these counties and to assist district attorneys in other counties in the development and operation of restorative justice programming in those counties. The bill appropriates \$108,300 general purpose revenue (GPR) in fiscal year 1999–00 and \$144,300 GPR in fiscal year 2000–01 for these purposes.

Restorative justice programming broadens the focus of the criminal and juvenile justice systems. It focuses on victim needs, seeks victim and community input into the criminal and juvenile justice process and holds offenders accountable to those directly harmed by their criminal or delinquent acts. One common restorative justice program involves the establishment of neighborhood panels of residents that meet to discuss the impact of a crime or delinquent act and collaboratively, with all the stakeholders, work to develop a plan to repair the harm caused by the criminal or delinquent act. Another common restorative justice program is victim-offender conferencing, where an offender meets with the victim or a member of the victim's family and other appropriate persons, in order to: (1) discuss the impact of the offense on the victim and the community; (2) provide support to the victim and facilitate the reintegration of the victim into community life; (3) explore appropriate restorative responses by the offender; and (4) facilitate the reintegration of the offender into community life.

The bill requires the assistant district attorneys funded under the bill to maintain records regarding restorative justice activities. The district attorneys for Dane County, Milwaukee County and the county selected by the attorney general are required under the bill to submit to DOA annual reports describing the restorative justice activities each of them has undertaken, including the number of victims and offenders served, the types of crimes or juvenile offenses involved and the rates of recidivism among offenders served by restorative justice programming.

The restorative justice assistant district attorney project positions created under the bill expire after June 30, 2003. In order to aid the legislature in determining whether

to continue these positions by making them permanent, the legislative audit bureau is required by October 1, 2002, to conduct a quantitative and qualitative evaluation of the success of restorative justice programming in serving victims, offenders and communities affected by crime and to report these findings to the appropriate committees of the legislature, as determined by the speaker of the assembly and the president of the senate, under s. 13.172 (3).

#### Nondiscrimination against religious organizations

Current law imposes duties on DOC and counties relating to crime prevention and the rehabilitation of offenders. This bill authorizes DOC and counties to contract with, or award grants to, religious organizations for use in the prevention of delinquency and crime and the rehabilitation of offenders on the same basis as any other nongovernmental provider without impairing the religious character of such organizations and without diminishing the religious freedom of beneficiaries of services funded under these programs. These provisions are comparable to provisions of current law that address the issue of discrimination against religious organizations that apply to the department of health and family services (DHFS) and department of workforce development (DWD).

In particular, the bill does the following:

- •Nondiscrimination against religious organizations. The bill specifies that if DOC or a county is authorized to distribute any grant to, or contract with, a nongovernmental entity, that nongovernmental entity can be a religious organization as long as the programs are implemented consistent with the U.S. and Wisconsin Constitutions. The bill prohibits DOC or a county from discriminating against an organization because the organization does or does not have a religious character or because of the specific religious nature of the organization.
- •Religious character and freedom. The bill specifies that a religious organization that receives a grant from, or contracts with, DOC or a county retains its independence from federal, state and local governments, including the organization's control over the definition, development, practice and expression of its religious beliefs. The bill prohibits DOC and each county from requiring a religious organization to alter its form of internal governance or remove religious art, icons, scripture or other symbols as a condition of contracting with, or receiving a grant from, DOC or the county.
- •Rights of beneficiaries of assistance. The bill specifies that if an individual has an objection to the religious character of the organization or institution from which the individual receives, or would receive, assistance from a program supported with funding administered by DOC or a county, DOC or the county must provide the individual assistance of equal value from a nonreligious provider that is accessible to the individual if the individual so requests. Both DOC and the counties are required to provide written information to individuals who are eligible for assistance regarding the availability of assistance from a nonreligious provider.
- Employment practices. The bill specifies that a religious organization's exemption recognized under federal law regarding employment practices [42 USC 2000e-1a] is not affected by its participation in programs administered by DOC or a county.
- •Nondiscrimination against beneficiaries. The bill prohibits a religious organization from discriminating against an individual in regard to rendering services funded under any DOC or county program on the basis of religion, a religious belief or refusal to actively participate in a religious practice.
- •Fiscal accountability. The bill specifies that any religious organization that receives grant funding from, or contracts with, DOC or a county is subject to the same laws and rules as other contractors and grantees regarding accounting in accord with generally accepted auditing principles for the use of these funds. If the religious organization segregates funding from DOC or the county into separate accounts, only the financial assistance provided with these funds is subject to an audit.

•Limitations on the use of funds for certain purposes. The bill prohibits any religious organization that receives funding from DOC or a county from expending any of those funds for sectarian worship, instruction or proselytization.

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•Certification of compliance. The bill requires every religious organization that contracts with, or receives a grant from, DOC or a county to provide crime prevention or rehabilitation assistance to eligible recipients to certify in writing that it has complied with the proscription against discrimination based on religion, religious belief or refusal to actively participate in a religious practice and the proscription against the expenditure of public funds for sectarian worship, instruction or proselytization. Each organization is also required to furnish the department or county board with a copy of this certification and a written description of the policies the organization has adopted to ensure compliance with these proscriptions.

•Remedy for violation. The bill specifies that any party that seeks to enforce its rights under this law may assert a civil action for injunctive relief in an appropriate court against the entity or agency that allegedly commits such violation.

•Preemption. The bill specifies that nothing in the provisions described above should be construed to preempt any other provision of state law, federal law or the U.S. or Wisconsin Constitutions that prohibits or restricts the expenditure of state funds in or by religious organizations.

#### Inmate rehabilitation

DOC provides various services to inmates. Currently, inmate rehabilitation programs operated within Wisconsin prisons are either operated by DOC staff or are purchased from other providers.

The bill authorizes DOC to permit one or more nonprofit community-based organizations to operate an inmate rehabilitation program in the Milwaukee alcohol and other drug abuse (AODA) treatment facility which is scheduled to commence operations in January 2001, if:

- The organization meets all the requirements set forth in the bill.
- DOC determines that operation of the program does not constitute a threat to the security of the facility or to the safety of inmates or the public.
- DOC determines that operation of the program is in the best interests of the inmates.

An organization that wants to operate an inmate rehabilitation program in the facility must submit to DOC a detailed proposal for the operation of a program that includes all of the following:

- A description of the services to be provided, including aftercare services, and a description of the geographic area in which aftercare services will be provided.
- A description of the activities to be undertaken and the approximate daily schedule of programming for inmates participating in the program.
- A description of the qualifications of the individuals providing services to inmates.
- A statement of the organization's policies regarding eligibility of inmates to participate in the program.
  - A statement of the goals of the program.
- · A description of the methods by which the organization will evaluate the effectiveness of the program in attaining its goals.
  - Any other information specified by DOC.

To be eligible to operate a rehabilitation program in the facility, an organization must agree in writing to all of the following:

- The organization may not receive compensation from DOC for services provided in the rehabilitation program.
- The organization may not deny an inmate the opportunity to participate in the program for any reason related to the inmate's religious beliefs or nonbelief. (The

organization may suspend or terminate an inmate's participation in a program for reasons unrelated to religious beliefs, including the inmate's failure to participate meaningfully in the program.)

- An inmate may withdraw from participation in the program at any time.
- Upon the inmate's release, the organization shall provide community-based aftercare services for each inmate who completes the program and who resides in the area in which the organization is providing such services.

The bill provides that DOC must establish policies that provide reasonable access to inmates by an organization operating an inmate rehabilitation program established under the bill.

The bill requires DOC to designate a specific portion of the facility for operation of the program. To the extent possible, inmates participating in the program must be housed in the portion of the facility in which the program is operated.

The bill provides that DOC may not require an inmate to participate in an inmate rehabilitation program established under the bill. Further, DOC may not base any decision regarding an inmate's conditions of confinement, including discipline or an inmate's eligibility for release, on an inmate's participation or nonparticipation in an inmate rehabilitation program established under the bill. The treatment of inmates, including the provision of housing, activities in which an inmate may participate, freedom of movement and work assignments, must be substantially the same for inmates who participate in a program and those who do not.

The bill provides that DOC may restrict an inmate's participation in an inmate rehabilitation program established under the bill only if the restriction is necessary for the security of the facility or the safety of the inmates or the public.

The bill authorizes DOC to suspend or terminate operation of an inmate rehabilitation program established under the bill if the organization operating the program fails to comply with any of the requirements set forth in the bill and requires DOC to suspend or terminate the program if DOC determines that suspension or termination of the program is necessary for the security of the facility or the safety of the inmates or the public or that suspension or termination of the program is in the best interests of the inmates.

The bill requires DOC to evaluate, or contract with a private or public agency for an evaluation of, the effectiveness of the program in reducing recidivism and alcohol and other drug abuse. The bill requires DOC to collect the data and information necessary to evaluate the program and to submit a report on the evaluation to the governor and the appropriate standing committees of the legislature.

Under current law, the parole commission may deny presumptive mandatory release to an inmate on the grounds that the inmate has refused to participate in counseling or treatment that the social service and clinical staff of the institution determines is necessary for the inmate. The bill specifies that the parole commission may not deny presumptive mandatory release to an inmate because of the inmate's refusal to participate in an inmate rehabilitation program established under the bill.

The bill provides that the provisions described above expire two years after an inmate rehabilitation program established under the bill begins operation.

#### Establishment of the office of government-sectarian facilitation

The bill creates a temporary office of government-sectarian facilitation in the DOA. The office is headed by an official titled "the facilitator" and is to operate for three years (from November 1, 1999, to November 1, 2002).

The facilitator is nominated by the governor, and with the advice and consent of the senate appointed, to serve at the pleasure of the governor. The facilitator may not be a member of the board of directors, be otherwise involved in the governance or control of, or be employed by any faith-based organization eligible for funding to provide government services under the bill. In addition, the facilitator must have experience relevant to the operation of nonprofit organizations or state or local government and must

have a demonstrated understanding of state and federal laws regarding nondiscrimination against religious organizations.

The bill appropriates \$57,600 GPR in 1999–00 and \$67,400 GPR in 2000–01 for the office of government–sectarian facilitation and increases by 1.0 the full–time equivalent (FTE) authorized project positions for DOA.

The office of government-sectarian facilitation is required to: (1) assist in the implementation of state and federal laws regarding nondiscrimination against religious organizations; and (2) facilitate interaction between faith-based organizations and state and local government. Specifically, the office must do all of the following:

- Provide information on laws regarding nondiscrimination against faith-based organizations.
- Assist government agencies in utilizing the services of faith–based organizations in the provision of governmental services.
- Assist faith—based organizations in their efforts to participate in the provision of governmental services.
- Compile and provide to the public information on governmental services available through faith-based organizations.
- Monitor compliance, by faith-based organizations that it assists, with laws that provide that: (1) a religious organization may not discriminate against an individual in regard to rendering assistance funded under any program administered by a state agency or a county on the basis of religion, a religious belief or refusal to actively participate in a religious practice; and (2) no funds provided directly to religious organizations by the state or a county may be expended for sectarian worship, instruction or proselytization.
- Conduct an evaluation of the extent to which state and local governments are utilizing the services of faith-based organizations in the provision of governmental services, including the extent to which faith-based organizations comply with the laws discussed above. The office must also develop recommendations to increase government utilization of the services of faith-based organizations.

The bill requires the office to submit a report of the evaluation and recommendations to the appropriate standing committees of the legislature, as determined by the speaker of the assembly and president of the senate under s. 13.172 (3), and the governor no later than October 1, 2002.

#### Establishment of a neighborhood organization incubator grant program

Currently, neighborhood organizations may be motivated to provide services to neighborhood residents directed at community concerns such as the need for after-school recreation for children; prevention and counseling services relating to child abuse, domestic abuse and alcohol and other drug problems; diversion of youth from gang activities; crime prevention; and inmate and ex-offender rehabilitation or aftercare. However, many of these organizations do not have the time, resources or technical expertise to gain access to sources of funding that may enable them to address these concerns.

The bill authorizes DHFS to award a grant to a community-based public or private, nonprofit organization ("an agency") upon submission of an application containing a plan detailing the proposed use of the grant.

A grant recipient is required to do all of the following:

- Provide information to neighborhood organizations about sources of public and private funding.
- Assist neighborhood organizations in obtaining funding and other assistance from public and private entities.
- Act as a liaison between the neighborhood organizations and the public and private funding sources.
- Provide appropriate training and professional development services to members of neighborhood organizations.

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- Engage in outreach efforts to inform neighborhood organizations of the services available from the agency.
- Undertake other activities to facilitate the effectiveness and development of neighborhood organizations.

The agency receiving a grant is required to submit to DHFS, within 90 days after spending the entire grant, a report detailing the use of the grant proceeds.

#### Distribution of AODA funding

Currently, DHFS and DOC administer various programs that provide funding for AODA intervention and treatment services.

The bill requires DHFS and DOC to do all of the following:

- Develop one or more methods to evaluate the effectiveness of AODA intervention and treatment services and develop performance standards regarding those services.
- Adopt policies to ensure that, to the extent possible under state and federal law, all funding for AODA intervention and treatment services they administer is distributed based on the effectiveness of the services in meeting department performance standards for alcohol and other drug abuse services.
- Require every application for funding for AODA intervention or treatment services to include a plan for the evaluation of the effectiveness of the services in reducing alcohol and other drug abuse by recipients of services.
- Require every recipient of DHFS or DOC funding for AODA services to provide to DHFS or DOC information necessary to evaluate the effectiveness of the services provided.

#### **SECTION 1.** 15.01 (6) of the statutes is amended to read:

15.01 (6) "Division," "bureau," "section" and "unit" means the subunits of a department or an independent agency, whether specifically created by law or created by the head of the department or the independent agency for the more economic and efficient administration and operation of the programs assigned to the department or independent agency. The office of justice assistance and the office of government-sectarian facilitation in the department of administration and the office of credit unions in the department of financial institutions have the meaning of "division" under this subsection. The office of the long-term care ombudsman under the board on aging and long-term care and the office of educational accountability in the department of public instruction have the meaning of "bureau" under this subsection.

NOTE: See the NOTE to SECTION 5.

**Section 2.** 15.02 (3) (c) 1. of the statutes is amended to read:

15.02 (3) (c) 1. The principal subunit of the department is the "division". Each division shall be headed by an "administrator". The office of justice assistance and the office of government–sectarian facilitation in the department of administration and the office of credit unions in the department of financial institutions have the meaning of "division" and the executive staff director of the office of justice assistance and the facilitator heading the office of government–sectarian facilitation in the department of administration and the director of credit unions have the meaning of "administrator" under this subdivision.

NOTE: See the NOTE to SECTION 5.

**SECTION 3.** 15.105 (title) of the statutes is amended to read:

15.105 (title) Same; attached boards, commissions and office offices.

**Section 4.** 15.105 (26) of the statutes is created to read:

15.105 (26) Office of Government-Sectarian facilitation, headed by the facilitator, which is attached to the department of administration under s. 15.03. The facilitator shall be nominated by the governor, and with the advice and consent of the senate appointed, to serve at the pleasure of the governor. The facilitator may not be a member of the board of directors of, be otherwise involved in the governance or control of, or be employed by any faith-based organization eligible for contracts or grants under s. 59.54 (27) or 301.065. The facilitator shall have experience relevant to the operation of nonprofit organizations or state or local government and shall have a demonstrated understanding of state and federal laws regarding nondiscrimination against religious organizations. This subsection does not apply after November 1, 2002.

Note: For an explanation of this provision, see the Note to Section 5.

**Section 5.** 16.25 of the statutes is created to read:

- 16.25 Office of government-sectarian facilitation. (1) The office of government-sectarian facilitation shall do all of the following to assist in the implementation of federal and state laws regarding nondiscrimination against religious organizations in the provision of government services and to facilitate interaction between faith-based organizations and state and local governments:
- (a) Provide information to state and local governments and other interested persons about laws regarding nondiscrimination against faith-based organizations in the provision of government services.
- (b) Assist state and local governments in using the services of faith-based organizations in the provision of government services.
- (c) Assist faith-based organizations in their efforts to participate in the provision of government services.
- (d) Compile and provide to the public information on state and local government services available through faith-based organizations.
- (e) Monitor compliance with ss. 46.027 (6) and (9), 49.114 (6) and (9), 59.54 (27) (g) and (j) and 301.065 (6) and (9) by faith-based organizations that it assists.
- (2) The office of government-sectarian facilitation shall also do all of the following:
- (a) Conduct an evaluation of the extent to which state and local governments utilize the services of faith-based organizations in providing government services and the extent to which faith-based organizations comply with the statutes listed in sub. (1) (e).
- (b) Develop recommendations to increase state and local government utilization of services of faith-based organizations.

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- (c) Submit a report containing its evaluation and recommendations to the governor and to the appropriate standing committees of the legislature, as determined by the speaker of the assembly and the president of the senate, under s. 13.172 (3), no later than October 1, 2002.
- (3) This section does not apply after November 1, 2002.

Note: This Section and Section 4 create the office of government-sectarian facilitation, headed by the facilitator. The purposes of the office are to: (a) assist in the implementation of federal and state laws regarding nondiscrimination against religious organizations in the provision of government services; and (b) facilitate interaction between faith-based organizations and state and local governments. The provisions creating the office of government-sectarian facilitation do not apply after November 1, 2002.

**SECTION 6.** 20.005 (3) (schedule) of the statutes: at the appropriate place, insert the following amounts for the purposes indicated:

8 **1999-00 2000-01** 

### 20.435 Health and family services, department

10 **of** 

- (3) CHILDREN AND FAMILY SERVICES
- 12 (ft) Neighborhood organization incu-

13 bator grants GPR A 100,000 100,000

#### 20.505 Administration, department of

15 (4) Office of Government-Sectarian facilitation

16 (em) General program operations GPR A 57,600 67,400

Note: This Section appropriates \$100,000 GPR in each year of the 1999–2001 biennium to fund the neighborhood organization incubator grant program created in Section 12 and appropriates \$57,600 GPR in fiscal year 1999–00 and \$67,400 GPR in fiscal year 2000–01 to fund the office of government–sectarian facilitation created in Section 4.

1	SECTION 7. 20.005 (3) (schedule) of the statutes, as affected by 1999 Wisconsin					
2	Act (Assembly Bill 133): at the appropriate place, insert the following amounts					
3	for the purposes indicated:					
4	1999-00 2000-01					
5	20.435 Health and family services, department					
6	of					
7	(3) CHILDREN AND FAMILY SERVICES					
8	(ft) Neighborhood organization incu-					
9	bator grants GPR A 100,000 100,000					
10	20.505 Administration, department of					
11	(4) Office of government-sectarian facilitation					
12	(em) General program operations GPR A 57,600 67,400					
	Note: This Section duplicates the appropriations made under the previous Section to account for the repeal of all schedule entries upon the enactment of the 1999–2001 biennial budget.					
13	<b>Section 8.</b> 20.435 (3) (ft) of the statutes is created to read:					
14	20.435 (3) (ft) Neighborhood organization incubator grants. The amounts in					
15	the schedule for neighborhood organization incubator grants under s. 46.72.					
	Note: See the Note to Section 6.					
16	<b>SECTION 9.</b> 20.505 (4) (title) of the statutes is amended to read:					
17	20.505 (4) (title) Attached divisions, boards, councils and commissions and					
18	OFFICE.					
19	<b>Section 10.</b> 20.505 (4) (em) of the statutes is created to read:					

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SECTION 10

20.505 (4) (em) Office of government-sectarian facilitation. The amounts in the schedule for the general program operations of the office of government-sectarian facilitation.

NOTE: See the NOTE to SECTION 6.

**SECTION 11.** 46.03 (44) of the statutes is created to read:

- 46.03 (44) Performance evaluations for alcohol and other drug abuse intervention and treatment services. Promote efficient use of resources for alcohol and other drug abuse intervention and treatment services by doing all of the following:
- (a) Developing one or more methods to evaluate the effectiveness of alcohol and other drug abuse intervention and treatment services and developing performance standards for alcohol and other drug abuse services.
- (b) Adopting policies to ensure that, to the extent possible under state and federal law, all funding for alcohol and other drug abuse intervention and treatment services administered by the department is distributed based on the effectiveness of the services in meeting department performance standards for alcohol and other drug abuse services.
- (c) Requiring every application for funding for alcohol and other drug abuse intervention or treatment services to include a plan for the evaluation of the effectiveness of the services in reducing alcohol and other drug abuse by recipients of services.
- (d) Requiring every recipient of funding for alcohol and other drug abuse intervention and treatment services to provide information requested by the department for evaluating the effectiveness of the program.

Note: This Section requires DHFS to ensure that, to the extent possible under state and federal law, funding for AODA intervention and treatment programs

public entities.

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administered by DHFS is distributed based on the effectiveness of the services in meeting performance standards developed by DHFS regarding those services.

1	<b>Section 12.</b> 46.72 of the statutes is created to read:				
2	46.72 Neighborhood organization incubator grants. (1) Definitions. In				
3	this section:				
4	(a) "Agency" means a community-based public or private nonprofit				
5	organization.				
6	(b) "Neighborhood organization" means a community-based, private nonprofit				
7	organization that provides any of the following services or programs primarily t				
8	residents of the area in which the organization is located:				
9	1. Crime prevention programs.				
10	2. After-school and recreational programs for youth.				
11	3. Child abuse and domestic abuse prevention services.				
12	4. Alcohol and other drug abuse counseling and prevention services.				
13	5. Programs for diversion of youth from gang activities.				
14	6. Inmate and ex-offender rehabilitation or aftercare services.				
15	(2) Grants. From the appropriation under s. 20.435 (3) (ft), the department				
16	shall award grants to agencies to provide services described under sub. (3) to				
17	neighborhood organizations. An agency application for a grant shall contain a plan				
18	detailing the proposed use of the grant.				
19	(3) REQUIREMENTS FOR GRANT RECIPIENTS. An agency receiving a grant under				
20	this section shall do all of the following:				
21	(a) Provide information to neighborhood organizations about funding and other				
22	assistance that may be available to neighborhood organizations from private and				

(b)	Assist	neighborhood	organizations	in	obtaining	funding	and	other
assistance	from p	ublic and priva	te entities.					

- (c) Act as a liaison between neighborhood organizations and public and private entities described under par. (a).
- (d) Provide appropriate training and professional development services to members of neighborhood organizations.
- (e) Engage in outreach to neighborhood organizations to inform them of the services available from the agency.
- (f) Undertake other activities that will increase the effectiveness and facilitate the development of neighborhood organizations.
- (4) Report. An agency receiving a grant under this section shall submit to the department within 90 days after spending the full amount of the grant a report detailing the actual use of the proceeds of the grant.

Note: This Section establishes the neighborhood organization incubator grant program. Under the program, DHFS must award grants to one or more agencies to enable the agencies to assist neighborhood organizations in securing funding and becoming more effective.

**Section 13.** 59.54 (27) of the statutes is created to read:

- 59.54 (27) Religious organizations; contract powers. (a) *Definition*. In this subsection, "board" includes any department, as defined in s. 59.60 (2) (a).
- (b) General purpose and authority. The purpose of this subsection is to allow the board to contract with, or award grants to, religious organizations, under any program administered by the county dealing with delinquency and crime prevention or the rehabilitation of offenders on the same basis as any other nongovernmental provider without impairing the religious character of such organizations, and without diminishing the religious freedom of beneficiaries of assistance funded under such program.

- (c) Nondiscrimination against religious organizations. If the board is authorized to contract with a nongovernmental entity, or is authorized to award grants to a nongovernmental entity, religious organizations are eligible, on the same basis as any other private organization, as contractors and grantees under any program administered by the board so long as the programs are implemented consistently with the First Amendment of the U.S. Constitution and article I, section 18, of the Wisconsin Constitution. Except as provided in par. (L), the board may not discriminate against an organization that is or applies to be a contractor or grantee on the basis that the organization does or does not have a religious character or because of the specific religious nature of the organization.
- (d) Religious character and freedom. 1. The board shall allow a religious organization with which the board contracts or to which the board awards a grant to retain its independence from government, including the organization's control over the definition, development, practice and expression of its religious beliefs.
- 2. The board may not require a religious organization to alter its form of internal governance or to remove religious art, icons, scripture or other symbols in order to be eligible for a contract or grant.
- (e) Rights of beneficiaries of assistance. If the board contracts with, or awards grants to, a religious organization for the provision of crime prevention or offender rehabilitation assistance under a program administered by the board, an individual who is eligible for this assistance shall be informed in writing that assistance of equal value and accessibility is available from a nonreligious provider upon request. If an individual has an objection to the religious character of the organization from which the individual receives, or would receive, assistance funded under any crime prevention or offender rehabilitation program administered by the board and

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- requests assistance from a nonreligious provider, the board shall provide such individual, if otherwise eligible for such assistance, within a reasonable period of time after the date of the objection, with assistance of equal value from a nonreligious provider that is accessible to the individual.
- (f) *Employment practices*. To the extent permitted under federal law, a religious organization's exemption provided under 42 USC 2000e-la regarding employment practices is not affected by its participation in, or receipt of funds from, programs administered by the board.
- (g) *Nondiscrimination against beneficiaries*. A religious organization may not discriminate against an individual in regard to rendering assistance funded under any program administered by the board on the basis of religion, a religious belief or nonbelief or refusal to actively participate in a religious practice.
- (h) *Fiscal accountability.* 1. Except as provided in subd. 2., any religious organization that contracts with or receives a grant from the board is subject to the same laws and rules as other contractors and grantees to account in accord with generally accepted auditing principles for the use of such funds provided under such programs.
- 2. If the religious organization segregates funds provided under programs administered by the board into separate accounts, only the financial assistance provided with those funds shall be subject to audit.
- (i) *Compliance*. Any party that seeks to enforce its rights under this subsection may assert a civil action for injunctive relief against the entity that allegedly commits the violation.

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(j) Limitations on use of funds for certain purposes. No funds provided directly
to religious organizations by the board may be expended for sectarian worship,
instruction or proselytization.

- (k) Certification of compliance. Every religious organization that contracts with or receives a grant from the county board to provide delinquency and crime prevention or offender rehabilitation services to eligible recipients shall certify in writing that it has complied with the requirements of pars. (g) and (j) and submit to the board a copy of this certification and a written description of the policies the organization has adopted to ensure that it has complied with the requirements under pars. (g) and (j).
- (L) *Preemption*. Nothing in this subsection may be construed to preempt any provision of federal law, the U.S. Constitution, the Wisconsin Constitution or any other statute that prohibits or restricts the expenditure of federal or state funds in or by religious organizations.

Note: This Section authorizes a county board, and county departments authorized by a county board, to contract with or award grants to religious organizations for the provision of delinquency and crime prevention or offender rehabilitation services on the same basis as any other nongovernmental provider without impairing the religious character of such organizations and without diminishing the religious freedom of beneficiaries of services funded under these programs.

**SECTION 14.** 230.08 (2) (e) 1. of the statutes is amended to read:

230.08 **(2)** (e) 1. Administration — 12 <u>13</u>.

Note: This Section establishes the position of facilitator in the office of government-sectarian facilitation as an unclassified position.

**Section 15.** 301.03 (2t) of the statutes is created to read:

301.03 (2t) (a) Develop one or more methods to evaluate the effectiveness of alcohol and other drug abuse intervention and treatment services and develop performance standards for alcohol and other drug abuse services.

- (b) Adopt policies to ensure that, to the extent possible under state and federal law, all funding for alcohol and other drug abuse intervention and treatment services administered by the department is distributed based on the effectiveness of the services in meeting department performance standards for alcohol and other drug abuse services.
- (c) Require every application for funding for alcohol and other drug abuse intervention or treatment services to include a plan for the evaluation of the effectiveness of the services in reducing alcohol and other drug abuse by recipients of the services.
- (d) Require every recipient of funding for alcohol and other drug abuse intervention or treatment services to provide information requested by the department for evaluating the effectiveness of the services.

Note: This Section requires DOC to ensure that, to the extent possible under state and federal law, funding for AODA intervention and treatment programs administered by DOC is distributed based on the effectiveness of the services in meeting performance standards developed by DOC regarding those services.

**Section 16.** 301.047 of the statutes is created to read:

301.047 Inmate rehabilitation and aftercare. (1) PROGRAM. The department may permit one or more nonprofit community-based organizations meeting the requirements of this section to operate inmate rehabilitation programs in the Milwaukee alcohol and other drug abuse treatment facility enumerated in 1997 Wisconsin Act 27, section 9107 (1) (b) 1. if the department determines that operation of that program does not constitute a threat to the security of the facility or the safety of inmates or the public and that operation of the program is in the best interest of the inmates.

1	(2) PROGRAM REQUIREMENTS. (a) An organization seeking to operate a
2	rehabilitation program under sub. (1) shall submit to the department a detailed
3	proposal for the operation of the program which includes all of the following:
4	1. A description of the services to be provided, including aftercare services, and
5	a description of the geographic area in which aftercare services will be provided.
6	2. A description of the activities to be undertaken and the approximate daily
7	schedule of programming for inmates participating in the program.
8	3. A statement of the qualifications of the individuals providing services.
9	4. A statement of the organization's policies regarding eligibility of inmates to
10	participate in the program.
11	5. A statement of the goals of the program.
12	6. A description of the methods by which the organization will evaluate the
13	effectiveness of the program in attaining the goals under subd. 5.
14	7. Any other information specified by the department.
15	(b) An organization seeking to operate a rehabilitation program under sub. (1)
16	shall agree in writing to all of the following:
17	1. The organization may not receive compensation from the department for
18	services provided in the rehabilitation program.
19	2. The organization may not deny an inmate the opportunity to participate in
20	the program for any reason related to the inmate's religious beliefs or nonbelief.
21	3. An inmate may withdraw from participation in the program at any time.
22	4. Upon the inmate's release, the organization shall provide community-based
23	aftercare services for each inmate who completes the program and who resides in the
24	geographic area described in par. (a) 1.

- (3) Duties and authority of the department. (a) The department shall establish policies that provide reasonable access to inmates by an organization operating a rehabilitation program under sub. (1).
- (b) The department shall designate a specific portion of the facility for operation of a rehabilitation program, if one is established, under sub. (1). To the extent possible, inmates participating in the program shall be housed in the portion of the facility in which the program is operated.
- (c) The department may not require an inmate to participate in a rehabilitation program under sub. (1).
- (d) The department may not base any decision regarding an inmate's conditions of confinement, including discipline, or an inmate's eligibility for release, on an inmate's decision to participate or not to participate in a rehabilitation program under sub. (1).
- (e) The treatment of inmates, including the provision of housing, activities in which an inmate may participate, freedom of movement and work assignments, shall be substantially the same for inmates who participate in a rehabilitation program under sub. (1) and inmates who do not participate in such a program.
- (f) The department may restrict an inmate's participation in a rehabilitation program under sub. (1) only if the restriction is necessary for the security of the facility or the safety of the inmates or the public.
- (g) The department may suspend or terminate operation of a rehabilitation program under sub. (1) if an organization operating the program fails to comply with any of the requirements under this section and shall suspend or terminate the operation of a program if the department determines that suspension or termination

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of the program is necessary for the security of the facility or the safety of the inmates or the public or is in the best interests of the inmates.

- (4) EVALUATION. The department shall evaluate or contract with a public or private agency for an evaluation of the effectiveness of a rehabilitation program operated under sub. (1) in reducing recidivism and alcohol and other drug abuse among program participants. The department shall collect the data and information necessary to evaluate the program. No later than 3 years from the date of the notice published under 1999 Wisconsin Act .... (this act), section 24, the department shall submit a report of the evaluation to the governor and to the appropriate standing committees of the legislature, as determined by the speaker of the assembly and the president of the senate, under s. 13.172 (3).
- (5) Suspension or termination of an inmate's participation. Notwithstanding sub. (2) (b) 2., an organization operating a rehabilitation program under sub. (1) may suspend or terminate an inmate's participation in a program for reasons unrelated to religious beliefs, including the inmate's failure to participate meaningfully in the program.

Note: This Section authorizes DOC to permit one or more community-based organizations to operate an inmate rehabilitation program in the Milwaukee AODA treatment facility, if specified requirements are met.

**SECTION 17.** 301.047 of the statutes, as created by 1999 Wisconsin Act .... (this act), is repealed.

NOTE: This Section and Sections 25 and 28 (1) sunset the inmate rehabilitation program under Section 16 two years after any such program begins operation.

**Section 18.** 301.065 of the statutes is created to read:

**301.065** Religious organizations; contract powers. (1) Religious ORGANIZATIONS; LEGISLATIVE PURPOSE. The purpose of this section is to allow the department to contract with, or award grants to, religious organizations, under any

program administered by the department relating to the prevention of delinquency and crime or the rehabilitation of offenders, on the same basis as any other nongovernmental provider without impairing the religious character of such organizations, and without diminishing the religious freedom of beneficiaries of assistance funded under such program.

- (2) Nondiscrimination against religious organizations. If the department is authorized under ch. 16 to contract with a nongovernmental entity, or to award grants to a nongovernmental entity, religious organizations are eligible, on the same basis as any other private organization, as contractors and grantees under any program administered by the department so long as the programs are implemented consistently with the First Amendment of the U.S. Constitution and article I, section 18, of the Wisconsin Constitution. Except as provided in sub. (10), the department may not discriminate against an organization that is or applies to be a contractor or grantee on the basis that the organization does or does not have a religious character or because of the specific religious nature of the organization.
- (3) Religious Character and freedom. (a) The department shall allow a religious organization with which the department contracts or to which the department awards a grant to retain its independence from government, including the organization's control over the definition, development, practice and expression of its religious beliefs.
- (b) The department may not require a religious organization to alter its form of internal governance or to remove religious art, icons, scripture or other symbols in order to be eligible for a contract or grant.
- (4) Rights of Beneficiaries of assistance. If the department contracts with or awards grants to a religious organization for the provisions of crime prevention or

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offender rehabilitation assistance under a program administered by the department, an individual who is eligible for this assistance shall be informed in writing that assistance of equal value and accessibility is available from a nonreligious provider upon request. If an individual has an objection to the religious character of the organization from which the individual receives, or would receive, assistance funded under any program administered by the department and requests assistance from a nonreligious provider, the department shall provide such individual, if otherwise eligible for such assistance, within a reasonable period of time after the date of the objection, with assistance of equal value from a nonreligious provider that is accessible to the individual.

- (5) EMPLOYMENT PRACTICES. To the extent permitted under federal law, a religious organization's exemption provided under 42 USC 2000e-la regarding employment practices is not affected by its participation in, or receipt of funds from, programs administered by the department.
- (6) Nondiscrimination against Beneficiaries. A religious organization may not discriminate against an individual in regard to rendering assistance funded under any program administered by the department on the basis of religion, a religious belief or nonbelief or refusal to actively participate in a religious practice.
- (7) FISCAL ACCOUNTABILITY. (a) Except as provided in par. (b), any religious organization that contracts with, or receives a grant from, the department is subject to the same laws and rules as other contractors and grantees to account in accord with generally accepted auditing principles for the use of such funds provided under such programs.

- (b) If the religious organization segregates funds provided under programs administered by the department into separate accounts, only the financial assistance provided with those funds shall be subject to audit.
- (8) COMPLIANCE. Any party that seeks to enforce its rights under this section may assert a civil action for injunctive relief against the entity that allegedly commits the violation.
- (9) Limitations on use of funds for certain purposes. No funds provided directly to religious organizations by the department may be expended for sectarian worship, instruction or proselytization.
- (10) Certification of compliance. Every religious organization that contracts with, or receives a grant from, the department to provide delinquency and crime prevention or offender rehabilitation services to eligible recipients shall certify in writing that it has complied with the requirements of subs. (6) and (9) and submit to the department a copy of this certification and a written description of the policies the organization has adopted to ensure that it has complied with the requirements under subs. (6) and (9).
- (11) PREEMPTION. Nothing in this section may be construed to preempt any provision of federal law, the U.S. Constitution, the Wisconsin Constitution or any other statute that prohibits or restricts the expenditure of federal or state funds in or by religious organizations.

Note: This Section authorizes DOC to contract with or award grants to religious organizations for the provision of delinquency and crime prevention or offender rehabilitation services on the same basis as any other nongovernmental provider without impairing the religious character of such organizations and without diminishing the religious freedom of beneficiaries of services funded under these programs.

**SECTION 19.** 302.11 (1g) (b) 2. of the statutes is amended to read:

302.11 (1g) (b) 2. Refusal by the inmate to participate in counseling or treatment that the social service and clinical staff of the institution determines is necessary for the inmate, including pharmacological treatment using an antiandrogen or the chemical equivalent of an antiandrogen if the inmate is a serious child sex offender as defined in s. 304.06 (1q) (a). The parole commission may not deny presumptive mandatory release to an inmate because of the inmate's refusal to participate in a rehabilitation program under s. 301.047.

Note: This Section provides that the parole commission may not deny presumptive mandatory release to an inmate because of the inmate's refusal to participate in an inmate rehabilitation program established in Section 16.

**SECTION 20.** 302.11 (1g) (b) 2. of the statutes, as affected by 1999 Wisconsin Act .... (this act), is repealed and recreated to read:

302.11 (1g) (b) 2. Refusal by the inmate to participate in counseling or treatment that the social service and clinical staff of the institution determines is necessary for the inmate, including pharmacological treatment using an antiandrogen or the chemical equivalent of an antiandrogen if the inmate is a serious child sex offender as defined in s. 304.06 (1q) (a).

NOTE: This Section restores statutory language to reflect the expiration of the inmate rehabilitation program established in Section 16.

**Section 21.** 978.03 (3) of the statutes is amended to read:

978.03 (3) Any assistant district attorney under sub. (1), (1m) or (2) must be an attorney admitted to practice law in this state and, except as provided in s. 978.044, may perform any duty required by law to be performed by the district attorney. The district attorney of the prosecutorial unit under sub. (1), (1m) or (2) may appoint such temporary counsel as may be authorized by the department of administration.

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Note: This Section creates an exception to the general statutory duties of assistant district attorneys to permit the assistant district attorneys filling the project positions created under the bill to perform exclusively restorative justice services.

1	<b>Section 22.</b> 978.044 of the statutes is created to read:
2	978.044 Assistants to perform restorative justice services. (1)
3	DEFINITIONS. In this section:
4	(a) "Crime" has the meaning given in s. 950.02 (1m).
5	(b) "Offender" means an individual who is, or could be, charged with or
6	petitioned for having committed a crime.
7	(c) "Victim" has the meaning given in s. 950.02 (4).
8	(2) Duties. The district attorneys of Dane and Milwaukee counties and of the
9	county selected under sub. (4) shall each assign one assistant district attorney in his
10	or her prosecutorial unit to be a restorative justice coordinator. An assistant district
11	attorney assigned under this subsection to be the restorative justice coordinator
12	shall do all the following:
13	(a) Establish restorative justice programming that provides a forum where an
14	offender meets with his or her victim or engages in other activities to do all of the
15	following:
16	1. Discuss the impact of the offender's crime on the victim or on the community.
17	2. Provide support to the victim and methods for reintegrating the victim into
18	community life.
19	3. Explore potential restorative responses by the offender.
20	4. Provide methods for reintegrating the offender into community life.
21	(b) Provide assistance to the district attorney in other counties relating to the

establishment of restorative justice programming, as described in par. (a).

(c) Maintain a record of all of the following:

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1	1.	The amount of time spent implementing the requirements of pars. (a) and
2	(b).	

- 2. The number of victims and offenders served by programming established under par. (a).
  - 3. The types of offenses addressed by programming established under par. (a).
- 4. The rate of recidivism among offenders served by programming established under par. (a) compared to the rate of recidivism by offenders not served by such programming.
- (3) Report to department of administration. Annually, on a date specified by the department of administration, the district attorneys of Dane and Milwaukee counties and of the county selected under sub. (4) shall each submit to the department of administration a report summarizing the records under sub. (2) (c) covering the preceding 12-month period. The department of administration shall maintain the information submitted under this subsection by the district attorney.
- (4) The attorney general, in consultation with the department of corrections, shall select a county other than Dane or Milwaukee in which restorative justice services are to be provided under sub. (2).
  - (5) EXPIRATION. This section does not apply after June 30, 2003.

Note: This Section authorizes one assistant district attorney project position each for Dane County, Milwaukee County and a county other than Dane or Milwaukee, selected by the attorney general in consultation with DOC, for developing and operating restorative justice programming in these counties and for assisting district attorneys in other counties in the development and operation of restorative justice programming in those counties. It also requires the assistant district attorneys in these positions to maintain records regarding restorative justice activities and requires the submission of annual reports to DOA describing the restorative justice activities undertaken. This Section does not apply after June 30, 2003.

978.05 (8) (b) Hire, employ and supervise his or her staff and, subject to s. 978.044, make appropriate assignments of the staff throughout the prosecutorial unit. The district attorney may request the assistance of district attorneys, deputy district attorneys or assistant district attorneys from other prosecutorial units or assistant attorneys general who then may appear and assist in the investigation and prosecution of any matter for which a district attorney is responsible under this chapter in like manner as assistants in the prosecutorial unit and with the same authority as the district attorney in the unit in which the action is brought. Nothing in this paragraph limits the authority of counties to regulate the hiring, employment and supervision of county employes.

NOTE: See the NOTE to SECTION 22.

#### SECTION 24. Nonstatutory provisions; administration.

- (1) Assistant district attorneys for restorative justice services. The authorized FTE positions for the department of administration are increased by 3.0 GPR project positions, to be funded from the appropriation under section 20.475 (1) (d) of the statutes, for the purpose of providing one assistant district attorney for Dane County, one assistant district attorney for Milwaukee County and one assistant district attorney for a county other than Dane or Milwaukee to perform restorative justice services under section 978.044 of the statutes, as created by this act.
- (2) Office of Government-Sectarian facilitation. The authorized FTE positions for the department of administration are increased by 1.0 GPR project position to be funded from the appropriation under section 20.505 (4) (em) of the statutes, as created by this act, for the purpose of administering the office of

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government-sectarian facilitation under section 15.105 (26) of the statutes, as created by this act, beginning on November 1, 1999, and ending on November 1, 2002.

Note: See the Note to Section 22. In addition, this Section establishes a full-time government-sectarian facilitator project position with DOA, beginning on November 1, 1999, and ending on November 1, 2002, to be funded from the appropriation created in Sections 6 and 7.

#### Section 25. Nonstatutory provisions; corrections.

(1) CERTIFICATION REGARDING INMATE REHABILITATION PROGRAM. No more than 7 days after an inmate begins receiving services through a program established under section 301.047 (1) of the statutes, as created by this act, the department of corrections shall certify to the revisor of statutes that the program has commenced operations. Upon the certification, the revisor of statutes shall publish notice in the Wisconsin Administrative Register of that fact.

NOTE: See the NOTE to SECTION 17.

#### Section 26. Nonstatutory provisions; legislative audit bureau.

(1) Evaluation and Report to Legislature. By October 1, 2002, the legislative audit bureau shall evaluate, on a quantitative and qualitative basis, the success of restorative justice programming in Dane and Milwaukee counties and the county selected under section 978.044 (4) of the statutes, as created by this act, in serving victims, offenders, and communities affected by crime and shall report its findings to the appropriate standing committees of the legislature, as determined by the speaker of the assembly and the president of the senate, under section 13.172 (3) of the statutes.

Note: This Section requires the legislative audit bureau, by October 1, 2002, to conduct a quantitative and qualitative evaluation of the success of restorative justice programming in serving victims, offenders and communities affected by crime and to report these findings to appropriate committees of the legislature.

#### **SECTION 27. Appropriation changes; administration.**

(1) Assistant district attorneys for restorative justice services.

(a) In the schedule under section 20.005 (3) of the statutes for the appropriation
to the department of administration under section $20.475\ (1)\ (d)$ of the statutes, as
affected by the acts of 1999, the dollar amount is increased by \$108,300 for fiscal year
1999-00 and the dollar amount is increased by \$144,300 for fiscal year 2000-01 to
fund 3.0 FTE GPR project positions authorized under Section 24 (1) of this act.

(b) In the schedule under section 20.005 (3) of the statutes for the appropriation to the department of administration under section 20.475 (1) (d) of the statutes, as affected by the acts of 1999, the dollar amount is increased by \$108,300 for fiscal year 1999–00 and the dollar amount is increased by \$144,300 for fiscal year 2000–01 to fund 3.0 FTE GPR project positions authorized under Section 24 (1) of this act.

Note: This Section appropriates \$108,300 GPR in fiscal year 1999-2000 and \$144,300 GPR in fiscal year 2000-01 to fund the assistant district attorney project positions created under the bill to perform restorative justice services.

**SECTION 28. Effective dates.** This act takes effect on the day after publication, except as follows:

- (1) The repeal of section 301.047 of the statutes and the repeal and recreation of section 302.11 (1g) (b) 2. of the statutes take effect on the first day of the 25th month beginning after the certification described in Section 25 of this act occurs.
- (2) The treatment of section 20.005 (3) (schedule) (by Section 7) of the statutes and Section 27 (1) (b) of this act take effect on the day after publication of the 2001–03 biennial budget act.

NOTE: See the NOTES to SECTIONS 7, 17 and 25.

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