



STATE OF INDIANA
Department of Correction

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Michael R. Pence
Governor

Bruce Lemmon
Commissioner

December 16, 2014

Mr. Brian Bailey
Director, Indiana State Budget Agency
Indiana Statehouse, Room 212
Indianapolis, IN 46204

Re.: IDOC Overview – Budget Transmittal Letter
FY 16/17 Biennium

Dear Director Bailey,

As Commissioner of the Indiana Department of Correction (IDOC), I respectfully submit this overview in support of the IDOC's budget request for the biennium beginning July 1, 2015, and ending June 30, 2017. I have included: (1) a description of the IDOC's purpose and function, (2) an overview of the tremendous efforts this agency has made over the past dozen years to significantly increase efficiency; (3) a description of recent efforts to improve efficiency, including a detailed breakdown of the impact of last year's overhaul of Indiana's sentencing and corrections laws; and (4) a discussion of the projected funding IDOC will need next biennium to support its mission of public safety and rehabilitation.

This is a message of warning calling for us to work together on a criminal justice plan that is truly strategic; a plan that develops fiscal expectations to support the State's policy agenda. Because of the serious situation in which IDOC finds itself, this transmittal letter goes beyond what is requested. More than just looking at how the resources were used this past biennium and what is needed for next, this letter provides a glimpse of a Department of Correction that has transformed itself. This monumental effort has saved Indiana hundreds of millions in avoided costs, producing a much leaner agency.

Under current circumstances, any future cuts would have severe, possibly violent, consequences. This letter addresses the challenges IDOC faces, including the potential impact of the most comprehensive changes in sentencing and correctional laws in the past 37 years, and what may be needed to adjust to these changes.

The hope is to work together towards a truly strategic biennium budget in which fiscal expectations are conjoined with policy goals. If Indiana's criminal justice system is to work, we must labor together in a responsible manner towards improving understanding and developing

partnerships not only within our agencies, but also with the other branches of government, and with local criminal justice agencies and service providers.

Indiana Department of Correction's Mission – Protect Hoosiers

“The Indiana Department of Correction advances public safety and successful reentry through dynamic supervision, programming, and partnerships.”

Indiana's Department of Correction operates non-stop 24/7 – including all holidays – with the mission of maintaining control in a high-pressure system of secured environments housing over 29,000 of the State's most dangerous convicted criminals. To meet its mission, the IDOC operates 20 adult prisons: four maximum-security, nine medium-security, and seven minimum-security. The Department also operates four juvenile correctional facilities throughout the state. To monitor inmates after their release, the Department operates 10 parole district offices.

The public's protection comes not only in the form of containing dangerous individuals, but also in a stalwart effort to change their criminal thinking and subsequent criminal behavior, thereby reducing the risk they will return to a life of crime after prison.

Supervising and providing risk-reducing treatment and programming to these incarcerated individuals requires a force of trained professionals composed of 5,500 prison facility staff, 1,100 youth division staff, and 109 parole agents. The Department deploys these staff in strategic ways, using an aggressive staffing plan designed for a maximum staff vacancy level of 10 percent. This plan was developed in consultation with the National Institute of Corrections, and meets American Correctional Association Standards.

Managing prison population within facility capacity is an ongoing concern for the IDOC. The Department does not have the luxury of hanging a “no rooms available” sign. On the contrary, IDOC must constantly be prepared to receive and incarcerate every individual sentenced to prison by any of the more than 200 criminal courts in Indiana. At the time of this writing, the Department incarcerates 29,176 criminal offenders (1,174 of which are held in jails at \$35/day). The IDOC is also the ward over 400 adjudicated juveniles, and is charged with monitoring another 9,457 adult parolees in every community in Indiana. Last year 15,548 adult felons were sent to prison. The periods of incarceration given to these criminal offenders run the gamut from only a few weeks for lowest level offenses, to the rest of their natural lives for the more serious criminals.

To maintain the safety of the citizens of Indiana, these environments must be shored with resources sufficient to maintain proper supervision, control, and risk reduction, as well as reentry programming for these potentially dangerous individuals.

Failure to adequately support the IDOC's overarching mission would result first in isolated incidents of serious assault, class action lawsuits, and damage to physical plants, followed by an undermining of the process of reformation and rehabilitation, and potentially mass assault and escape.

Indiana's Department of Correction – An Agency Transformed

For many decades, Indiana's Department of Correction mirrored most other states' Departments of Correction with cautious staffing patterns, prioritizing prisoner containment over rehabilitation, and adding a new prison every few years (See attached timeline of new prison capacity construction). When measured in 2005 by Indiana's newly formed Office of Government Efficiency and Financial Planning, IDOC scored low in both effectiveness of services and efficiency of resource utilization. What followed was an unprecedented campaign to reduce expenditures and implement best practices. Four years later IDOC was again measured, and raised substantially on all categories of effectiveness and efficiency.

Still, the effort to improve has continued up to the present. A few of these efforts have included:

- Developing more aggressive, leaner staffing plans at facilities, which amounted to the greatest reduction in administrative and program staff in IDOC history. The current pattern is designed with a vacancy rate no greater than 10 percent.
- Although IDOC had privatized some of its offender health care as far back as 1996, the Department took this to the next level by consolidating all medical, nursing, pharmacy, mental health, dental, and eventually substance abuse treatment needs. The current contract is undoubtedly one of the most competitive offender health care contracts in the country, saving tens of millions compared to past practices.
- IDOC prepares more than 609,000 meals per week for Indiana's imprisoned population. What had cost several dollars per meal was greatly reduced through a partnering with a third-party contractor, saving an estimated \$11 million per year.
- The Department closed several underutilized small facilities (e.g., Bloomington Juvenile Facility, Medaryville Correctional Facility, Fort Wayne Juvenile Facility, Westville Transition Unit, and Atterbury Correctional Facility).
- IDOC consolidated several facilities and programs (e.g. Lakeside Correctional Facility with Indiana State Prison, PEN Products with IREF, Indiana Women's Work Release with Indiana Women's Prison).
- IDOC changed facility missions to better utilize growing adult offender population (e.g., transformed Indiana Girls' School to Indiana Women's Prison, transformed Indiana Boys' School to accommodate adult men, and transformed portions of the old Madison Mental Hospital to form two separate adult and juvenile female facilities);
- The Department worked with SPD to adjust the definition of custody work week hours to match the maximum allowed under the Fair Labor Standards Act, in order to realize a reduction in required overtime expenses.
- IDOC reduced its fleet from 1,259 vehicles in 2004 to 746 in 2014.
- Flattening the Department's command structure reduced its administrative costs. For example, reducing five Deputy Commissioners to two, and decreasing the number of Division Directors.
- The Department adapted to reductions in state appropriations for education by enhancing effective lower-cost programs (e.g., PLUS/RRRP, DOL Apprenticeship, CLIFF, Thinking for a Change, GED/TASC). Each of these programs not only help reduce offender risk of recidivating, they also help keep IDOC's offender population from exceeding capacity through the awarding of program credit to successful completers.

- Finally, IDOC contracted with two Indiana colleges to provide advanced education to more inmates at a lower cost, improving offender chances for meaningful employment, and reducing their future likelihood of occupying a prison bed.

This campaign of cost-reduction and service enhancements has transformed IDOC into a healthy, fast-paced, smart and athletic provider of public safety correctional services. It utilizes one of the most risk tolerant staffing patterns in the country, and still manages to maintain a quality workforce.

Accomplishments and Challenges Faced This Biennium

This current biennium has certainly tested the IDOC. The agency was presented with many unprecedented challenges these past two years, which are discussed below. But despite its challenges, IDOC has made great accomplishments, including:

- Developing a Good-to-Great plan and an integrated strategic plan meant to complement Governor Pence's Roadmap for Indiana, and to support evidence-based correctional principles and practices;
- Expanding faith and character building therapeutic communities within prisons, making Indiana the state with the highest percentage of inmates engaged in such programming;
- Expanding lower-cost but proven effective programs such as "Thinking for a Change," and the country's largest partnership with the U.S. Department of Labor to provide apprenticeship certification to incarcerated individuals;
- Developing and implementing the first performance-based funding formula for community corrections;
- Beginning a three-year project to switch out IDOC's outdated offender tracking system(s) with a single comprehensive system that will greatly improve implementation of sentencing orders, classification, and case management planning of all inmates;
- Working with courts towards transition from pilot phase to rollout of the Juvenile Detention Alternatives Initiative;
- Expanding career development programming and introducing Career Development Centers at many prison facilities and parole offices, with the goal of readying offenders for meaningful employment after prison;
- Updating the offender disciplinary policy, making it more difficult for inmates to manipulate procedures in order to receive restoration of large amounts of credit time;
- Successfully proposing a change in law that allows courts to address very young criminal offenders through the juvenile system, and reexamining placement once they reach the age of majority;
- Developing a cooperative agreement with the City of Gary to move IDOC's northwestern parole district office to a vacant building near the City's judicial district. This property was retrofitted to support the needs of parole using offender work crews, and expenses with running the office were reduced while providing sorely needed renovation services to the city; and
- Taking steps to track and prioritize payments to vendors before late charges are incurred, reducing late fee costs from \$220,000 in FY11 to \$461 last year.

Contending with Unfunded Mandates and Other Challenges

The drawback of such leanness is the inability to absorb even small unfunded mandates. Yet in this past year, IDOC was subjected not to a few small unfunded mandates, but to unprecedented large-scale, costly changes in operations including (1) the beginning stages of implementation of HEA 1006; (2) court-ordered expansion of mental health services; (3) changes to the Sex & Violent Offender Registry. Some might suggest the \$11 million in additional funding appropriated to the DOC in 2013 could accommodate these mandates, but even a cursory review shows those monies bypassed IDOC's discretionary control. They were earmarked to fund local jails and community corrections, or third-party contractors for offender food and medical services. Funds cannot continue to be diverted from IDOC's facility operational budgets to accommodate these additional expenses without severe repercussions.

The Impact of HEA 1006 (2013/2014) on IDOC:

For 37 years, Indiana operated under a set of sentencing and corrections laws that established a four-felony class system with a minimum of 50 percent (or lower if time cuts are earned) of the sentence to be served in prison. It was on that system of sentencing that IDOC based its offender population forecast, and the current biennium budget. With the passage of HEA 1006 (the first phase of which was passed in 2013, the second in 2014), a new system of criminal penalty was implemented on July 1, 2014. This new system introduces a six felony level system, in which a minimum of 75 percent of the sentence is to be served in prison, and reduces the maximum earned credit time available from four years to two. This certainty-in-sentencing aspect of the new law will result in longer prison stays, stretching an already stressed capacity in medium and maximum-security facilities.

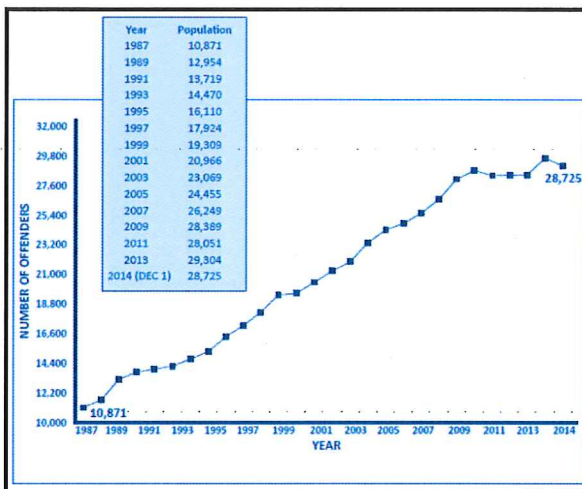
Other provisions in HEA 1006 require diversion of many lower-risk felons from prison to local corrections. Diverting those with the shortest sentences and increasing lengths of stay in prison for higher risk offenders may allow for more strategic utilization of prison time. It gives those sent to prison more time to benefit from prison-based programs, and those higher-risk offenders will have less opportunity to re-offend in the community. From a fiscal standpoint, these changes are costly because many provisions within these new laws have an, as of yet, unplanned for fiscal impact on the IDOC:

- The new laws greatly reduce the amount of credit time an inmate can earn for good behavior or for completion of a specified rehabilitative program. Therefore, a larger portion of sentences will be served in prison. This delay in releases will significantly increase the need for additional prison capacity. Population will begin to grow significantly beginning approximately January 1, 2016 (See exhibit below).
- Currently, IDOC has discretion on which inmates will be maintained in local jails at the \$35 per diem established through the budget bill (HEA1001). Provisions in HEA 1006 require diversion of many lower-risk felons from prison, and require IDOC to pay the \$35 per diem rate for all short-term offenders sentenced to jail instead of prison. Not only does this shift discretion from DOC to local government, it incentivizes jails over community corrections and probation, both of which operate at a per diem significantly lower than \$35. It also ignores the fact that the majority of IDOC's operating budget is

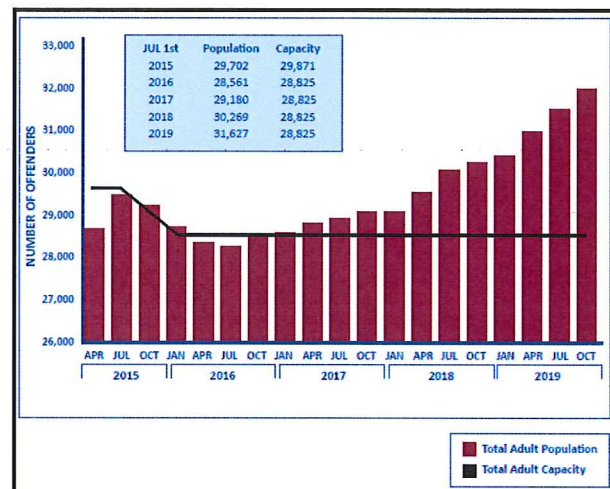
fixed (i.e. buildings, utilities, and staffing). IDOC realizes only approximately \$11-13/day in variable costs that could be considered savings from a diverted felon. In other words, IDOC would save \$12, but would be required to pay \$35/day for each offender diverted from prison to jail. (Note: the Budget Bill line item described as "County Maintenance Fund" is the appropriation intended to cover this per diem. It is followed by language that, given the implementation of HEA 1006, may need to be revisited and amended.)

- For the first year following the implementation of HEA 1006 (from July 1, 2014, to June 30, 2015), the \$35/day "jail holds" discussed above pertain only to those sentenced to less than a 91-day period of incarceration. After July 2015, this would include everyone sentenced to jail with a period of incarceration of less than 366 days, which would dramatically expand the scope of this law and increase the State's overall cost for covering those maintained within Indiana's 91 county jails, estimated at an additional \$30 million for the biennium. It is important to note that changes (reductions) in this 365-day restriction would also speed up the expected timeline on population growth and the need for additional prison capacity.
- As mentioned, HEA 1006 diverts many level 6 (current D felons) from prison, and expands the court's authority to suspend prison time in favor of local corrections in more cases. If these options prove in fact to divert, there will be a need to expand local correctional capacity (community corrections as well as probation). This will require (1) an infusion of monies into the community corrections grant program; (2) a process for getting funds to probation if/where needed; and (3) a process for measuring the performance of these programs in each county. Targets will need to be established that compare past sentencing practices with future practices, and demonstrate how effectively each county's probation, community corrections, and jail systems work in concert, and utilize evidence-based practices with respect to diversion as well as risk and recidivism reduction. Provisions of HEA 1006 suggest IDOC use savings from the closing of a facility to cover costs of this expansion, but IDOC does not anticipate closing of any facility of significant size. On the contrary, IDOC will need to expand medium/maximum security capacity to accommodate future growth in prison population. Note also that local community corrections and probation leaders will argue an increase in diversion cannot take place until they receive funding to increase local capacity.
- Separate legislation tied to HEA 1006 also calls for IDOC to fund pilot programs intended to demonstrate the synergy that can be gained from consolidation (SB171), as well as diversion of those with special needs, especially mental health and addiction recovery (SB235). Both of these programs also assume that IDOC will have additional funding to contribute.

**Number of Adult Offenders
Sentenced to DOC**
(Includes offenders held in
county jails and contract beds)
As of December 31, 2014



**Population Forecast for
Total Adult Population**



Another critical provision of HEA 1006 is the authority given to the Indiana Criminal Justice Institute to collect data and report on the impact of any changes in sentencing practices across the State. This is critical to guide and prompt local sentencing authorities to adjust immediately to accommodate the increased potency of the new sentencing laws. It is an undisputable that, if prosecutors and courts continue to sentence as they always have, HEA 1006 will prove to be nothing more than a net-widening sentence enhancement bill that drastically increases the need for criminal justice resources on all fronts, including additional prisons.

Impact of Federal Court Ordered Changes in Inmate Mental Health Services:

Several years ago, the Indiana Protection & Advocacy Services Office (IPAS) filed a federal class action lawsuit contesting the level of mental health services being provided to the increasing number of mentally ill incarcerated in the IDOC – especially those in segregation. This seemed to be generated from a national movement, as other states were facing similar litigation designed to increase services to mentally ill in prison. After thorough deliberation with the Office of Attorney General and the contracted provider of offender health care, it was determined to allow the case to go to court rather than to negotiate a settlement because services offered by IDOC met or exceeded state and federal legal thresholds.

Then nearly a year after the hearing – and after the submission of the biennium budget – the judge issued an order calling for DOC to increase the level of service provided to seriously mentally ill segregated within prison. Faced with judicial order, IDOC is working with the Attorney General's Office toward a plan that would satisfy the federal court. This plan was approved by Governor's staff, and will need to be incorporated into future budget expectations. It calls for changes to:

- facility missions,
- housing unit physical plants,
- the amount of out-of-cell time for inmates and the supervision required to monitor them out of cell,
- the number of hours per week of counseling, and
- other mental health and operational practices.

Carrying out this plan and abiding by the federal order will affect the operational budgets of several facilities (primarily Pendleton Correctional Facility, New Castle Correctional Facility, Wabash Valley Correctional Facility, and Indiana Women's Prison), as well as the IDOC's offender health care provider. Overall fiscal impact to IDOC staffing costs is projected to be \$2.5 million per year.

Impact of Loss of Grant Funding to Indiana's Sex & Violent Offender Registry

Federal grant funding that historically supported Indiana's Sex Offender Registry (SOR) has expired. IDOC asked IDOA to issue an RFP to help identify the best solution to carrying on this required application, and this procurement process is ongoing. In a related matter, the 7th Circuit Court of Appeals recently held that IDOC is the entity responsible for creating an appeal procedure for people wishing to challenge their status on the registry. This requires that DOC to have the ability to override and protect registration status, a feature not currently available. It is also imperative that Indiana maintain ownership and control of the data. Making these changes, and simply maintaining this application, is estimated to cost between \$150,000-350,000 annually. At this point, it appears unlikely that the lowest cost solution will be acceptable to sheriffs, who are primarily responsible for operating the SOR registry at the local level. (Note: It has been suggested by some sheriffs that, like IDOC's community corrections grant appropriation, a small percentage of the County Jail Maintenance Fund appropriation [2-3%], be permitted to be used for administrative and SOR purposes, as this use would still benefit every county jail as the appropriation intends.

IDOC's Projected Funding Needs for the Next Biennium

Operating at 98 to 99 percent capacity, IDOC's population is quickly reaching its maximum. With the passage of HEA 1006, the prison population is expected to increase beginning January 2016, and continue to grow for the foreseeable future (See Exhibit *Population Forecast* above). IDOC must be prepared to accommodate this growth. The most efficient initial solution would be to build additional cell-houses within the current secured perimeters of the Miami and Wabash Valley Correctional Facilities. These five units would allow IDOC to house an additional 1,312 medium-high security offenders, and would take approximately 18 months to construct once funding is available. Their expected cost is \$47 million. The operational costs

associated with these units would be phased in based upon need, and is estimated to be \$10 million per year once fully constructed.

The longer-term solution would require building another prison. It has been 12 years since Indiana opened the doors of a new prison, the longest stretch in more than three decades. The new facility would need to be a hardened prison capable of accommodating the growing number of high-medium and maximum-security offenders IDOC expects to receive. It takes an estimated 2-3 years to design and construct a new facility, and the estimated cost of new facility construction is \$140 million, with an additional cost of \$30 million per year in operational costs.

As mentioned, with HEA 1006, it is expected the number of persons sentenced to jails for which IDOC must pay the stated per diem (historically \$35/day) is expected to increase incrementally during the next biennium. Current funding allows IDOC to pay the cost of approximately 1,300 jail beds. This is expected to increase to 2300 non-discretionary jail commits by the end of the next biennium.

Additional Resources Requested for the FY 16/17 Biennium

The Department has ongoing contractual agreements for the provision of certain inmate services. The biggest of these are for medical care and food service for the entire prison and detention population. The payment basis for these contractual agreements is directly and proportionately related to the offender population size and inflation. As both those factors increase, the amount of the Department’s contractual obligations also increases. To assist with the fulfillment of contractual obligations, the Department has the following additional funding requests:

1.) 3% Base Increase

The biennium base budget equals the FY15 Appropriation less 3%. IDOC has requested that this 3% be added back to the biennium base budget.

Title	Fund	FY 2016	FY 2017
All Funds	All Funds	\$17,268,384	\$17,268,384

2.) Contractual Increase for Medical Contracts

Medical services for offenders housed in state correctional facilities are provided by a private vendor. The cost of those basic services is determined on a daily, per offender contract rate. During the current biennium, the contractual per diem amounts increased. In addition, the Department also anticipates an increase in offender population, which will result in an increase in medical costs.

The Contract for offender medical services was recently put out for bid. The same provider was selected, but with a lower daily contract rate. However, given the expected increase in population, total costs for offender health care will continue to rise.

Title	Fund	FY 2016	FY 2017
Medical Services	18790	\$2,156,000	\$2,203,432

3.) Contractual Increase for Food Service Contract

In 2005, the Indiana Department of Correction entered into an agreement with a private vendor for food services for all of the State's correctional facilities. This agreement was recently extended with substantial savings, including caps on future CPI price increases. The total cost of the food service contract is expected to rise during the next biennium because of the expected increase in the number of offenders and inflation.

Title	Fund	FY 2016	FY 2017
Food Service	13430	\$525,396	\$981,000

4.) Contractual Increases for New Castle Correctional Contract

In 2005, the Department of Correction entered into an agreement with a private vendor for the operation of the New Castle Correctional Facility. Under that contract, remuneration to the vendor is based on a daily offender count (per diem). Due to the anticipated rise in the offender population, it will be necessary to continue to utilize the entire capacity of the New Castle facility during the full course of the next biennium.

The costs of this change package have been calculated using the contractual per diems, with the assumption that the facility will be filled to its capacity throughout the biennium.

Title	Fund	FY 2016	FY 2017
New Castle Correctional	13650	\$793,800	\$810,000

5.) Operational Expense Related to New Housing Units

Due to the proposed need for new housing units, IDOC will require additional funding to properly operate these new housing units. As these new housing units come online, they will require funding for staff, utilities, and supplies. Since these housing units will open at different times throughout the second year of the biennium, the additional operating funding request has been prorated.

Title	Fund	FY 2016	FY 2017
Wabash Valley Correctional Facility	13730	\$0	\$833,333
Miami Correctional Facility	13600	\$0	\$3,541,667
Total		\$0	\$4,375,000

6.) Utility Infrastructure Improvements

Due to the completion of all 4 phases of the energy efficiency projects, IDOC will require additional funding to make the annual lease payment. The payment was intended to be made from realized utility cost savings. However, this amount was not previously budgeted.

Title	Fund	FY 2016	FY 2017
DOC Operating	13500	\$7,922,731	\$7,922,731

7.) Custody Staffing Increase

In order to meet American Correctional Association (ACA) accreditation standards, IDOC needs a custody staff vacancy rate of 10% or less. Currently, this would require IDOC to hire approximately 170 additional custody officers statewide. The requested amount below is the amount needed for salary and fringe for each full fiscal year.

Title	Fund	FY 2016	FY 2017
All Facilities	Various	\$7,000,0000	\$7,000,0000

8.) Mental Health Services

Since fiscal year 2014, IDOC has absorbed additional costs associated with an increased level of mental health services provided to mentally ill offenders. These costs include facility improvements, additional staff, enhanced programming, and training. The funding request represents the annualized on-going costs associated with the additional mental health services being provided.

Title	Fund	FY 2016	FY 2017
Pendleton Correctional Facility	13610	\$2,500,000	\$2,500,000

Other Recommended Changes to the 2015 Budget Bill

As mentioned, HEA 1006 (2014) adds language that tells local corrections their future fruitful efforts addressing both mandatory and discretionary diversions from prison will provide them with up to \$11 million of savings realized by IDOC as a result of their diversions. This notion is fallacy for two reasons: (1) Counties will not be able to expand diversions until they expand capacity, and they cannot expand capacity without first being funded to do so; and (2) The truth-in-sentencing language of HEA 1006, and the restrictions in credit time and longer periods of incarceration that follow, will increase – not decrease – prison population. There will be no savings to IDOC. On the contrary, DOC's capacity needs is expected to increase, the number of people held in jails for which DOC is expected to pay \$35/day is expected to increase, as is the capacity requirements for IDOC grant-funded community corrections.

It should be noted that the codified version of 1006 refers to the Budget bill as P.L.205-2013, when requiring IDOC to make per diem payments to counties that hold short term felony offenders in jail. In as much as this legislation expires this reference will create a future conflict, as there will be a new Budget Bill and this would make reference to an expired bill if not amended. This is intended to reference the "County Maintenance" line item (the appropriation that funds IDOC's jail per diem), and the language which precedes that line item. It is recommended we look at this language for the following reasons:

- Although they represent separate factions, jails, community corrections, and probation should be incentivized to work together, to implement county-wide effective and efficient evidenced-based practices. Language could be added that references this fund with community corrections (and vice versa) to utilize both of these appropriations in tandem toward the best outcome for Indiana.
- The per diem has been set at \$35 for over 20 years. This is not based on actual costs. A better approach may be a sliding per diem range, based on the amount of evidence-based programming (e.g. addiction recovery services, adult basic education, TASC [formerly GED], cognitive behavioral, faith and character development services) offered to those confined to that jail, and a lower per diem for those that only offer three-hots-and-a-cot.
- The current language is grammatically incorrect.

Summary

Since 2005, the IDOC has reduced its number of employees, closed multiple facilities, reduced its fleet, absorbed millions of dollars of unfunded mandates and millions more of contractually required CPI increases, and – opposite national trends – lowered its per diem. A picture of operational leanness, the IDOC is a national leader in contributing to overall state fiscal health. Through vigilant efforts to develop leaner and greener operations, the Department continues its war on inefficiency. Without adequate resources to invest into new technologies, energy conservation projects, and management information systems, however, the agency is at risk of losing hard-won ground and subject to inefficiency, sluggishness, and costly outbreaks of large-scale violence.

Sincerely,

A handwritten signature in black ink that reads "Bruce Lemmon". The signature is written in a cursive style with a large, stylized initial "B".

Bruce Lemmon
Commissioner

cc: Deputy Chief of Staff John Hill, Office of Governor Pence
Hilary Alderete, IDOC Budget Analyst, State Budget Agency