

**Dane County Criminal Justice System Assessment
Follow Up Review**

**Final Report
December 20, 2011**

December 8, 2011

To: Criminal Justice Council Members

Re: Final Report of Criminal Justice System Assessment Follow Up Review

Dear Criminal Justice Council Members:

I am pleased to submit the Final Report for the Criminal Justice System Assessment Follow Up Review. This report should be employed by your Criminal Justice Council as an agenda that both informs and follows development of a strategic plan for Dane's justice system. This report should lead to the ongoing management of the justice system as well.

The most immediate recommendations are provided upfront, followed by a full list of options in order of budgetary and workload reduction priorities. Initiatives for which progress has been made or is ongoing are listed near the bottom.

It has been a pleasure to work with each of you on this project. I hope to continue to serve as a resource to the Criminal Justice Council in strategic planning and implementation.

Sincerely,



Alan Kalmanoff
Executive Director
Institute for Law and Policy Planning

DANE COUNTY CRIMINAL JUSTICE COUNCIL

Carlo Esqueda
Clerk of Courts

William Foust
Chief Judge

David Mahoney
Sheriff

Scott McDonell
County Board Chair

Ismael Ozanne
District Attorney

Joseph Parisi
County Executive

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EXECUTIVE SUMMARY

This Executive Summary provides a concise list of recommendations that should drive criminal justice planning in 2012, in light of past progress and success.

Within the next few months, Dane County should aim to make significant progress on the following initiatives:

- Institutionalize the Criminal Justice Council (CJC) as a forum for consensus-driven policy planning and action.
- Develop a strategic plan that incorporates overarching public safety themes to guide planning.
- Staff the CJC with a Facilitator and analysts to drive meetings forward with useful metrics and research.
- Implement the Jail Population Analysis System (JPAS) with outside IT expertise to monitor the system and track impacts of policy changes.
- Create a purpose statement for the jail and generate a continuum of sanctions to handle populations who should not be incarcerated.
- Use and validate risk assessment instruments at every leverage point in the system, as depicted in Appendix F.

Other recommendations, in order of priority:

- Close the Ferris Center.
- Replace Spillman Record Management System with a more effective and less costly system.
- Construct a written citation policy as an ordinance or resolution.
- Support Non-Custody Sanctions for low risk offenders.
 - Triple the use of Electronic Monitoring.
 - Add a Day Reporting Center.
 - Add a sobering center.
 - Fund the day reporting center (DRC) and community work program (CWP) to enhance the control and retributive aspects of CAMP.
 - Shift inmates from custody to work release.
- Reengineer the bail system.
- Eliminate Sheriff's Office overtime, subject to findings of a detailed audit of current overtime use.
- Implement reminders for court appearances.
- Develop financing for key initiatives that are likely to generate significant savings.
- Create disincentives to detain minor offenders.
- Create a correction control and services matrix.
 - Reallocate funding to the most effective sanctions and services.
- Identify categories of chronic offenders for diversion.
- Support a program to deliver ultimatums to the most serious chronic offenders.

- Update the current CJC by moving all non-governmental stakeholders to the CJG advisory committee and establishing an Executive Committee and topical subcommittees.
- Redefine the role of the CJC.
- Create a sentencing grid based on classification.
- Break down the current minimum-security population according to risk scores. The classification instrument should be tested and validated so it can accurately predict risk to public safety.
- Expedite and fast track easily resolved court cases.
- Shorten sentences.
- Consolidate cases involving the same offender to create efficiencies, and divert cases where filing is postponed.
- Conduct regular jail medical audits.
- Consider a second overall system staffing study.
- Reorganize the budget and related information to facilitate CJC decision-making.
- Develop a quick mental health and addiction screening tool at jail intake.
- Limit the probation population to those who require monitoring.
- Better manage probation violations.
- Speed decision making on holds.
- Review court security staffing.
- Rent jail bed space.
- Raise revenues through charging the cities for requesting unrequired and unwarranted Sheriff's Office services.
- The DA's Office should continue to improve case screening at the front end.
- Develop a case study process to pinpoint problems.
- Follow and join national associations.

OVERVIEW

This report revisits material from a comprehensive 2007 ILPP system assessment to the Dane County Board and Executive, along with ILPP's 11/8/11 criminal justice budget memo. The follow-up review ran from 11/1/2011 to 12/8/2011.

The first report is at:

<http://danedocs.countyofdane.com/webdocs/PDF/coboard/CriminalJusticeAssessment1007.pdf>.

System leaders must work together to reengineer the justice system, with goals to prioritize (and thus reduce) system workload and slow cost increases. This begins with drafting a consensus-driven strategic plan. This plan will guide the CJC in crafting data-driven management policies and considering best-practice recommendations contained in the two ILPP studies.

Given the current budget environment, Dane County cannot continue to grow its justice system to meet an unmanaged workload. Sustained management will enable leaders to achieve local values for crime, punishment, tax, and security priorities. There is work ahead for CJC members and subordinates. However, there is not more work, but improved decision-making and efficiency that better serves all interests. Once accepted, this understanding will empower CJC to move faster with new initiatives and benefit each agency, the public, and the budget.

BACKGROUND

The Institute for Law and Policy Planning (ILPP), a national non-profit criminal justice planning agency, was first engaged in 2007 by Dane County to conduct a comprehensive Criminal Justice System Assessment. ILPP collected extensive data on the system's populations and case flows. ILPP's staff of experts and practitioners interviewed leaders and staff in all criminal justice agencies to develop an analysis of how the system worked overall.

ILPP recommended best-practice changes aimed at improving safety, increasing efficiency, and significantly lowering costs. Specific goals at the time were to bring out-of-county inmates home from rented jail beds and to significantly reduce system delays that caused jail crowding and related cost burdens.

Since that study, crowding has mostly been contained and inmates are no longer shipped to rented beds. Justice system leaders have made appreciable efforts to improve operations within their agencies and the system has clearly benefited. In addition to the committed and skilled justice system leaders who "carried the water" for numerous accomplishments, the County Board leadership is commended for promoting these changes.

ORGANIZATION

We start this report by wholeheartedly commending Dane County leaders for their effective implementation of recommendations from the prior study and for work in progress. While it is easy to point out gaps in accomplishing all recommendations, this can be attributed to some

overlap in an abundance of recommendations and too little structure for implementation. Criticisms are shared between ILPP and the County.

In this final report, we review how the County has approached options offered in the prior study. Current system-wide recommendations are then presented, followed by those grouped by key decision points in the justice system flow. These decision or “leverage points” indicate where defendants can be diverted out of the case flow; decisions at these points have a significant impact on workflow and workload. Focusing on these points will allow County leaders make policy to drive the work instead of be driven by it, as has been the case over time. Other recommendations that have a budgetary impact follow.

This final report is intended to serve as a foundation and agenda for the Criminal Justice Council effort. It should both encourage and challenge CJC to achieve its potential to do great work.

POPULATION AND TRENDS

ILPP reviewed some population data to determine impact on the justice system in the short and long term. The 2010 census findings show that growth in the most crime prone age group has been underestimated over the past decade.¹ Nonetheless, crime is down and sharply of late.²

The current summary data suggests system improvements in some areas. Criminal court filings declined between 2007 and 2010. This change is almost entirely accounted for by a substantial drop in Criminal Traffic Filings that took place between 2009 and 2010 and by a procedural change in categorizing some cases. The Court continues to dispose of more cases than are filed and is thus cutting into the backlog of pending cases. The median time to case disposition has been reduced substantially, and the number of bench warrants issued has declined.³ These metrics are very positive signs of progress by the system.

The County has also made some progress in Jail Diversion Program participation since ILPP's initial report. Although the number of candidates considered for all diversion programs has decreased from 3,214 in 2007 to 2,494 in 2010, the actual average daily population of these programs has more than doubled.

The average daily population in the jails has dropped each year, starting at 1,038 in 2007 and falling to 767 by 2010⁴. The average length of stay, a critical system metric, also fell from 23 days in 2007 to just over 19 in 2010.⁵

¹ Estimated populations for Dane County as of July 1 of each year at:

<http://www.dhs.wisconsin.gov/population/index.htm> While estimates of this subset's growth between 2006 and 2009 never exceeded 1% of the recorded 2000 census count, census data now reveals that this group has grown approximately 14.6% in the last decade. Data indicate that this age group, numbering 199,381 in Dane County in 2000, grew to 228,418 by 2010

² The actual number of serious crimes reported to law enforcement declined. It did not vary much between 2007 and 2010, but the total adult arrest rate has actually declined in that period, rising slightly from 2007 to 2008, falling moderately from 2008 to 2009, and then declining sharply from 2009 to 2010. Crime in Wisconsin, annual at: <http://oja.wi.gov/category.asp?linkcatid=1324&linkid=709&locid=97>.

³ Criminal felony and misdemeanor filings declined from 2007 to 2009 and then bumped back up slightly in 2010, with a moderate net decline over the entire period. Source: Judge Foust, Dane County Circuit Court, and CCAP Statewide data.

⁴ However, in analyzing booking rates, one sees that while the entire jail population has decreased, the change has not been equal for all groups. While the percentage of bookings consisting of sentenced inmates dropped from 22.3% in 2007 to 20% in 2010, the percentage of bookings made up of probation and parole violations rose over those years from 12.1% to 14%. Pretrial bookings rose from comprising 49.9% of bookings in 2007 to making up 51% by 2010.

⁵ Dane County Sheriff's Office Annual Reports at: http://www.danesheriff.com/annual_reports.aspx

However, the County's cost of delivering public safety has risen independent of these indicators of lower demand, and it continues to increase, at what County Board leaders and the County Executive consider, an unsustainable rate. Looking just at the justice agencies relevant to the study in County Administration budget reports (the Sheriff's Office, District Attorney's Office, and Courts), appropriations⁶ have grown 10% from 2008 to 2011. Appropriations to Health and Human Services have risen approximately 2%. Overall county appropriations, 82% of which is consumed by public safety and human services, have risen 11% over this time period. Figures and sources are presented in Appendix A⁷.

⁶ The County defines appropriations as "expenses minus program specific revenues."

⁷ The Sheriff's Office has requested that the comparison on the rate of growth be done with more depth. Unfortunately, due to time and budget limitations, ILPP is unable to comply with the request at this late stage. However, ILPP hopes to accomplish this at a later time.

BARRIERS TO IMPLEMENTATION

Change is daunting in any multi-jurisdictional criminal justice system. Independent constitutional officials, mostly elected and from city, county and state levels, direct each of the separate agencies. Together, they control the flow of cases from arrest to disposition, though each claims no control over incoming workload. They do so under the canopy of an annual budget process with diverse priorities, not necessarily geared to justice system issues. In fact, the annual County budget process, characterized by unquestioned incremental growth, is focused on only those non-city and non-state agencies the County funds; local police, State courts, probation and parole, and other elements are instrumental but separately funded.

Having a “pending” county budget is not an ideal time to plan change within the system. Current economic climates in all jurisdictions feature cutback management, which puts pressure on all leaders to move towards unplanned initiatives. Such was the case with ILPP’s recent Preliminary Budget Memo, which resulted in several last minute changes that seem reasonable, but are gratefully revisited herein within a larger planning framework.

In many counties, there is conflict among justice officials regarding values, policies and political direction that naturally differ. There is the perpetual “law and order” debate, where political leaders, unions, taxpayer groups, and special interests (concerned with drunk driving, domestic violence, immigration, etc.) employ rhetoric that mobilizes legislative change. This change often punishes the taxpayer whether or not the new laws impact the likelihood of lowering crime rates through sanctions. E.g., the public fear of non-dangerous criminals often results in overly broad policies and constant widening of the system’s net. This repetitive cycle also involves pressured officials, who employ rhetoric to scrap for limited budget resources.

The “single case” that goes wrong, which is inevitable in criminal justice, can also torque the focus from cost-effective planning to rushed and often irrational policy making. Resulting outcomes can be confounding, such as allocating resources to controlling minor misbehaviors at the expense of higher public safety priorities; e.g. an incidence of car jacking may receive disproportionate attention and system resources despite being a relatively minor crime.

All the above factors can cause system change to stall. Dane County faces the above kinds of challenges, but benefits greatly from political leadership who are generally collegial and have recently come together to face the budget challenges of the day.

While justice officials get along well in public and in person, there is no history of an effective collective management structure for Dane County’s criminal justice system; there is only collective bargaining. This setting and a variety of very practical constraints, has meant that even as one of Wisconsin’s most modern jurisdictions, Dane County is behind many other Wisconsin counties in re-engineering the administration of the criminal justice system.

The summary below and in Appendix B provide a compilation of the numerous recommendations for Dane County from the 2007 ILPP study, with a summarized assessment of current implementation status. Impediments to implementation are explored below; these barriers are not unique to Dane County.

PERCEIVED BARRIERS TO CHANGE

Recurring themes arose in ILPP interviews with Dane County justice system leaders regarding barriers to collaboration and change. ILPP's experience in working with over 450 jurisdictions reveals a pattern of resistance that simply reflects human nature and lack of organizational momentum to change absent (1) strong leadership, (2) a process of developing buy-in, and (3) ongoing management effort to track progress toward a documented goal. These ingredients typically require an objective, strong facilitator to develop fully.

Barriers identified in interviews of Dane County agency leaders and staff and through ILPP analyses include the following:

- **Lack of coordinated management/leadership mechanisms.**

The County's system and uniquely strong local culture of government benefit the talented and committed people at the helm of numerous departments. However, leadership concentrated in agencies is not normally focused across the system. Concerted efforts to solve system-wide problems are lacking.

A Criminal Justice Council (CJC) was targeted by ILPP's 2007 report as the logical locus for a vigorous new management strategy. Also, a Criminal Justice Group (CJG), involving a more diverse group of stakeholders, has been meeting for years to discuss common issues and developments. However, these groups have not provided the necessary institutionalized management structure or process for the system as a whole, in part due to lack of a facilitator operating independently of "turf."

- **Lack of structure and support for CJC.**

In order to be sustainable, the CJC must have, at a minimum, authorization, structure, and subcommittees composed of Criminal Justice Group members and other agency staffers.

Dedicated support staff is needed to analyze the system-wide data and information needed to make decisions. This staff must prioritize the interests of the system over those of agencies, systematically ensure that critical data is captured and analyzed, and serve as a driving force behind managing on the basis of key system metrics.

- **Lack of a strategic plan.**

A strategic plan that is developed through CJC consensus is imperative to realizing the complex goals of ensuring public safety and justice. Each agency head must sign on to support the mission and methods of reaching overall desired system outcomes.

- **Lack of an explicit statement of purpose for the jail.**

Without a consensus-driven set of system and punishment objectives, policies cannot be developed to meet common purposes. Mission and purpose formulations should be the first steps in developing a strategic plan. For example, the CJC could decide that the jail should hold persons who pose a high risk to public safety or of fleeing. The CJC would then implement policies, such as putting proper risk assessment instruments and training in place, to realize this goal.

- **Lack of system-wide information.**

Agencies tend to work autonomously without real understanding of how their actions affect workload and outcomes downstream. For example, law enforcement policies and practices have a significant impact on how the courts, legal representatives, and agencies managing sanctions and programming must tailor their activities to punish and treat the types of offenders coming into the system. Yet, there is little understanding across these system frontiers, and even less feedback and information on overall system impacts.

- **Lack of technological infrastructure and linkages.**

The leaders of the justice system must see their role in this concerted effort of working with the same clientele through a connected process. Links must exist within data systems so that comprehensive information is available to key decision makers. Reports must also be generated to guide CJC activity from case to cause, through case reviews and system metrics. This represents the “systems approach,” which contrasts with the “agency-centric” approach.

An agency must have information to define problems, determine realistic goals and objectives, select from among alternative courses of action, and create the necessary structure and plan to carry out a new concept. Currently, record management systems are unable to create the kinds of reports that are needed to manage the overall system. Technology has significant potential to generate enormous ongoing efficiencies and savings but requires investment and a mentality of shared resources.

Currently, a key issue is the Sheriff’s Spillman system and its various weaknesses in linking to other systems, generating new reports, and fostering open information exchange⁸.

- **Lack of continuity after initial implementation**

Careful planning to manage the development phases of new policies and programs, name responsible parties, and conduct evaluations must occur to ensure that change will be carried out. There is currently a lack of follow through and accountability on many important initiatives.

- **Lack of agency resources and staff.**

Dane County agencies have struggled with managing apparent workload growth and threats of budget cuts for many years. Change often requires a significant investment of time and energy that is difficult to justify when staff is already struggling to carry out day-to-day operations.

⁸ The Sheriff’s Office notes that the current record management system is capable of creating reports, exporting data, and interfacing with other systems by various methods. ILPP finds that these processes are expensive, slow, and disadvantageous to the County. The Sheriff’s Office acknowledges that an evaluation of the current RMS, Spillman, scheduled updates, and alternatives systems has merit.

- **Lack of effective system-wide labor relations policies.**

For example, reducing overtime may require changes in policies and procedures, new technologies, collaboration between agencies, and even changes in underlying collective bargaining contracts. These changes take time and a strong will to achieve. In Dane, employee unions represent a barrier to change.

PROGRESS THUS FAR

In spite of these obstacles, Dane County has made considerable progress in implementing some recommendations from ILPP's prior report and is moving on other options from ILPP's recent memo. The commitment that county officials have in this process is admirable, and will be furthered and strongly reinforced by an institutionalized CJC.

Major initiatives that have been enacted or are in progress are summarized below. The emphasis is moving away from viewing each agency as independent and a separate budget item.

STATUS OF MAJOR RECOMMENDATIONS FROM PREVIOUS REPORT

The recommendations from the 2007 report covered below are in progress by Dane County leaders and of special import. The remainder are summarized in Appendix B of this final report.

- **Upgrade the current Criminal Justice Council by (1) moving all non-governmental stakeholders to the CJG advisory committee, (2) establishing an Executive Committee and topical subcommittees, (3) engaging an outside facilitator, and (4) providing staff and agendas dedicated to generating data analyses that lead to decisions.**

Dane County has an established CJC that meets with the goal of implementing the ILPP's previous system assessment. A facilitator was hired and the County made some progress on major initiatives, such as improving court processes and most critically, instituting the pretrial conference. However, the group lost momentum and initiatives stalled after it lost its facilitator. Agency heads became absorbed with the workings of their agencies, and CJC never became the structured institution and central clearinghouse for strategic planning as was intended by this recommendation.

The Dane County Board has considered hiring a CJC-selected facilitator and reinitiating system-wide best-practice planning. The CJC would benefit enormously from neutral outside facilitation by an experienced justice system expert to plan at a higher level, direct system-oriented analyses, and guide interagency directives. County leaders should expect many millions in recurring savings in return for their annual investment in the CJC.

The CJC membership should consist of elected agency heads. The Madison Police Department Chief, representative from the State Public Defender's Office, head of the rural chiefs, and Department of Human Services Director should be added as non-voting members.

A guide to creating a criminal justice coordinating committee, sponsored by the National Institute of Corrections, can be found at <http://static.nicic.gov/Library/017232.pdf>.

- **Establish a Jail Population Analysis System (JPAS).**

The CJC made some progress through an information technology professional, Pete Nelson, who was affiliated with the prior facilitator. Requirements, timeline, and budget for a JPAS were outlined, but the project was never pursued past this planning stage on the theory that the Sheriff's Office RMS, Spillman, would be able to accomplish the job. This was not the case.

JPAS should be developed from existing prototypes (screens, program flow, and reports) and integrated with CCAP to tie together information regarding custody, court appearances, etc. An investment of roughly \$75k and six months will be required, assuming reasonable consensus over needs and system requirements (and dropping the earlier considered housing module). This would ideally be developed through the CJC.

The CJC must now pursue this important investment in infrastructure to manage the system using key metrics. The CJC must be able to easily take the pulse of case flow to reengineer the system towards goals. A key obstacle is some of the existing proprietary IT software⁹, such as Spillman, which makes integration difficult.

Until a new, improved information system is brought online, extracts of information from separate existing systems should be created and merged to provide basic information about people and cases at each key justice system decision point. Dane County leadership may need to rely on this temporary arrangement until the new information system can come online.

- **Take strong and immediate steps to eliminate housing inmates out-of-county.**

By November 2008, Dane County stopped incarcerating inmates outside the county.

The resounding success in implementing this recommendation shows the dedication and collaborative power of County leaders to create positive change. Since 2008, not shipping inmates outside Dane has saved the County \$4-5 million annually in housing, transportation, unquantifiable costs related to recidivism, and other expenses.

- **Adopt Trial Court Performance Measures tailored to the Dane County Circuit Court.**

Case flow performance measures were refined in Wisconsin and subsequently adopted by the Wisconsin Committee of Chief Judges in 2009. The Director of State Courts developed these measures with the help of the National Center for State Courts.

The Circuit Court has proactively researched best practice alternatives in the context of judicial system needs, under the leadership of Chief Judge Foust, Court Administrator Richardson, and Clerk of Courts Esqueda. Until budgets and critical positions were cut, the courts showed dramatic reductions in processing times and outstanding caseload, resolving more cases than it received annually. This spirit and the collaborative efforts of CJC should now assist the Courts in managing workload under resource constraints instead of scrambling to meet “inevitable” growth.

- **Conduct an independent jail staffing analysis.**

A Sheriff’s Office Staffing Study was conducted by Matrix following the 2007 System Assessment. For many reasons, including difficulty in accessing necessary data, the Staffing Study was not of the quality expected and it produced controversial results. The Sheriff’s Office has disputed many of its findings, but has agreed to implement some recommended cuts.

⁹ The Sheriff’s Office notes, and ILPP agrees, that all industry applications are proprietary. However, some vendors give clients much more leeway to modify and adapt products as needed. Moreover, there are applications in the public domain that are free of charge, along with a wide variety of arrangements that can be made, such as paying or leasing over time. These applications can accommodate many of the current frustrated objectives of a law enforcement and corrections RMS and add far greater value to the County’s other existing software.

Given the dissatisfaction with the report by the Sheriff's Office, Dane would benefit by following up the study with an objective, independent review that is focused on the issues raised by the first study. The objective of the study should be to create a more legitimate foundation for staffing decisions and directions for any applicable changes. This small engagement should be conducted by a jail and law enforcement staffing expert, who is well versed in appropriate ratios and factors in a wide array of facilities and with non-custody sanctions.

- **The DA's Office should initiate pre-diversion screening to weed out cases that will not be charged.**

The DA has expressed interest in exploring diversion into the First Offender's Program before charging occurs.

This recommendation serves as an example of risk assessments that should be occurring throughout the system at key decision points. The system should aim to assess and release minor offenders as early as possible to focus resources and efforts where they are most needed. Diverting more of the 40% who stay in jail for 24 hours or less may result in greater capacity to reengineer policies and provide training opportunities for staff.

- **Add a jail staff person to perform a risk assessment at booking.**

The Sheriff has agreed to place a staff member to administer a risk assessment instrument at booking, to facilitate the early release of minor offenders brought to the jail.

This represents a key decision point in diverting offenders out of custody. It recognizes that very low risk offenders who are not cited and released in the field by law enforcement should be flagged for a fine, supervision, and/or programming. The system acknowledges that 40% of those booked into the jail are released within 24 hours, and many of these are for public order offenses. This generates significant workload and taxpayer expense without making much difference in public safety. Taking this population off the streets for a few hours has little impact.

Therefore, assuming data on an offender is available, releasing prior to booking through a validated risk assessment instrument will save a great deal of downstream court processing and release.

- **Close the Ferris Center and Support Non-Custody Sanctions for Low Risk Offenders**

The Sheriff has agreed to consider the closure of the Ferris Center, subject to discussion and participation by the CJC, although a timeline has not yet been established.

Closing the Ferris Center will require some expansion of non-custody sanctions, such as electronic monitoring, day reporting, and work release. In addition, a new risk assessment instrument would be required to ensure that classification for non-custody sanctions is credible and gains the support of all.

In spite of higher electronic monitoring costs from greatly expanding that small supervision program, savings from this closure are roughly estimated at \$1-2M. New revenues can be expected down the line from developing that downtown property. Population reduction can occur via a risk assessment instrument to assess and impose other non-custody sanctions and programs. Electronic monitoring and day reporting is generally a sufficient sanction for a work-release eligible population; new work programs for County taxpayers who have lost Federal and State services and support can be devised for many.

- **Fund a day reporting center (DRC) and community work program (CWP) to enhance the control and retributive aspects of CAMP.**

Opening a Day Reporting Center in conjunction with closing the Huber Center has been incorporated in the 2012 budget resolution.

The Day Reporting Center will permit inexpensive monitoring and flexible sanctions for low-level offenders. Implementing this recommendation acknowledges that although all risk cannot be eliminated, fiscal realities require innovation and putting non-dangerous offenders in a setting that has been proven to improve re-entry outcomes.

- **Shift inmates from custody to work release.**

This shift from custody to work release is a working goal of the Sheriff's Office in 2012.

This shift lessens the tax burden and reduces likelihood of further criminalization, while holding offenders accountable for contributing to society.

- **Replace the Spillman Records Management System with a more effective and less costly system.**

County officials have considered this recommendation and placed money in the budget for a possible replacement of the Sheriff's Office RMS. RMS options and capabilities will be evaluated, including the Spillman upgrade.

The Sheriff's Office needs a record management system that allows for electronic interfaces with law enforcement, courts, and other agencies. Spillman appears by almost all accounts to be a rigid, expensive, and unresponsive system, virtually closed and proprietary, that tends strongly to delay or block data exchanges. This creates obstacles to data-driven management decision-making.

Invest in a new RMS, link the Sheriff's Office patrol and jail systems with other agencies, and produce enhanced management reports to greatly support policy analysis and system

management. Employ a resulting new and more practical CAD system to support future staffing figures. Make certain that outside advice is quickly sought from nationally qualified experts with no conflict of interest in the decision, and employ CJC support to make this decision collaborative.

Up to \$1M in upfront costs are expected, based on NIJ Industry Working Group information for software, training, installation, data conversion and all related costs. Immediate savings will arise from less expensive maintenance and subsequent upgrades. These purchases should be financed to generate larger savings that will shortly result, and divert already allocated capital funds to these better purchases. More importantly, the County will avoid high capital expenses already tied into Spillman, such as the new CAD system which already has set-aside funds. Even larger savings can be expected as this system takes hold to support system re-engineering and management.

Provide support to the Sheriff for this major transition by focusing the energies of the Criminal Justice Council and a subcommittee led by the talented Clerk.

- **Seek outside facilitation and support to further CJC and IT development.**

Hire outside experts to oversee CJC institutionalization and development of a solid IT infrastructure for the justice system.

Immediately engage a local but neutral expert in Madison to head an appointed CJC subcommittee of three high level IT industry experts, free or for a modest cost, from the National Industry Working Group created by NIJ. This group will support the Sheriff in this procurement setting. The group should quickly meet with the local IT leader, preferably the one that developed the DA's PROTECT system, for a fast review of this recommendation. It should present a short report to CJC, and then to the County, to help confirm the recommendation. This is to be certain it is supported, and then assist a fast procurement with existing capital and budget funds.

Based on the input, the CJC should then purchase an open source, flexible system¹⁰. This system may already be in the public domain and offered free or at low cost. Ideally, it would be open to local development and linking to other systems.

¹⁰ Open source products allows the client to freely modify and customize the software as well as back-end databases, without the help or approval of the original vendor.

NEW RECOMMENDATIONS

This report is written to avoid a “cookbook” approach of recommending a menu of best-practice programs that should be implemented. Although easier to approach and implement, this kind of piece meal change is highly inflationary and a continuation of the trial and error program development approach that will grow the public safety budget. Haphazard additions without collaborative goal-oriented planning will only increase the complexity of the “hoops” that offenders must endure, generate programs that will seek to thrive through expansion, and increase the number of people under correctional supervision on any given day.

The key to implementing best-practice is CJC collaboration and shifting perspective toward seeing the criminal justice process as a funnel. Law enforcement policies and practices control the size of the opening. The system experiences decreasing capacity as an offender proceeds through the system. The system cannot and should not spend resources to hold on to low-level offenders who can comply with appearances and conditions of release, while continuing to work and benefit the community. Dane cannot sustain its current approach of implementing programs without considering larger system objectives.

It is critical to note CJC’s role in making systemic policy-level changes that will have a broad impact on system workload and allow for effective management. As requested by the County, ILPP also offers some best-practice recommendations that represent major changes in policy and practices. The merit of these programs and practices is heavily dependent on what Dane’s CJC seeks to accomplish through its justice system; the recommendations can only work if applied to the right clients in the right setting with the right resources and infrastructure.

KEY SYSTEM RECOMMENDATIONS

These overarching recommendations address previously identified barriers to implementation that were identified by agency heads and observed through ILPP’s analyses.

Redefine the Criminal Justice Council’s role

Policy level planning should preside. System tinkering, whether aimed at cost cutting or meeting perceived increasing demand, will not have lasting positive impact. Re-engineering towards a new business model is the goal.

The CJC must lead an interagency and inter-governmental re-engineering of how the system works, so as to maximize public protection and priorities within available resources. The CJC is also a powerful forum to engage County taxpayers on public safety philosophies and activities, and for local officials to gain support from their peers and the body politic for change. This gives the CJC the opportunity to hold public hearings down the line.

The CJC should collaboratively develop a strategic plan.

The CJC should create the roadmap that is critical to implementing change. New initiatives must be aimed toward goals supported by CJC gatekeepers, who agree to stand “shoulder to shoulder” to explain their policies to the public. With key objectives in mind, the CJC should serve as a

clearinghouse for developing public safety budget. The CJC should hash out objectives and be the first resource for determining how public safety monies should be allocated.

Waukesha County offers an example of such a plan for the criminal justice coordinating council: http://www.waukeshacounty.gov/uploadedFiles/Media/PDF/CJCC/CJCCStrategicPlan08-10_final.pdf

Re-engineering should begin with CJC consideration of the purposes of the jail and custody.

Currently, the jail is not viewed as a “limited purpose facility.” It has different meanings for different agencies. For example, law enforcement might use the jail to hold people who are dangerous to themselves or others, while prosecutors might want defendants locked up pending trial to protect witnesses. The relative merits of these rationales must be discussed. Until the purpose is defined, collaboratively documented, and the jail’s use is rationed as a valuable but scarce resource through the CJC, the jail will always be overused in a relative sense.

Savings from more rationed intake and increased use of non-custody options could be relatively enormous, for both the County and municipalities. Following an agreement and an ordinance to upgrade the CJC, a jail population cap should be established and documented by the CJC, with a jail release matrix to support this initiative. A release matrix shows who exits the jail, and in what order, if the cap is exceeded.

Use validated risk assessment instruments at every key decision point.

Any county justice system, including Dane, must set a threshold between locking everyone up and locking up only a few on a risk-adjusted basis. Since no county can afford the former, the CJC must determine the best way to implement the latter. Different communities will draw lines at different places, but with those decisions comes cost and workload consequences.

The overarching goal is to safely process and dispose of cases at the earliest point, while ensuring public safety and compliance with court appearances. That means moving defendants out through a series of disposition or decision points in the system. Existing staff must be moved to this function to generate significant savings by reducing pretrial length of stay, cutting jail population, better focusing program resources, and addressing disparities.

All of these screening and release decisions, from the first police encounter to the last release of an offender who’s punishment is concluded, should be done with objective, evidence-based risk assessment instruments. Existing available instruments should be the starting point now, with tailoring and refining these tools over time.

The CJC must have a protocol in place to respond to any failures that occur, such as individual released pretrial who commits a crime, so that each CJC member is supported in the use of these assessments. The CJC should be prepared to explain the release, possible failures, and remedial action planned in response.

Develop financing for key initiatives that are likely to generate significant savings.

The County government's help is needed in many ways: to arrange extended payment on large purchases, to obtain grants, to seek new revenues, etc. Many counties are finding difficulty in paying for new reforms in the justice system in this economic climateⁱ. The CJC must better engage every agency that impacts the system, including those that control funding streams. Grants should be pursued through a CJC subcommittee that reports back to the Council.

Make reasonable first cuts in system staffing throughout, with CJC input.

Agencies should prepare for staffing cuts system-wide, as workload becomes more managed and resources remain scarce. For now, it is reasonable to cut modestly and establish a staffing dialogue and process for CJC. The Sheriff, being the largest employer and having some foundation for reducing the current staffing plan, has taken the lead in cutting positions¹¹ and considering the closure of one program facility with CJC¹²; this will result in significant savings.

Some elements of the Sheriff's Office staffing will likely shift over the short term to correlate with changes in Huber, Day Reporting and electronic monitoring. These changes should be made with CJC input so that the Sheriff's decisions are understood and supported. Other changes can be made based on prioritized categories of work and different shift load. There is limited objective foundation to support higher or lower staffing levels, neither in the unsatisfactory Matrix Sheriff's staffing study nor in the actual budget requests for staff. Lower demand and economic conditions warrant staffing reductions, although those supported by grants should be retained.

Consider a second overall system staffing study.

This study should be based on a re-engineered justice system business model and done with major CJC input. This report focuses on the Sheriff's Office, which has already undergone the greatest scrutiny. If the CJC supports cuts now, based on the most reasonable recommendations in the Matrix study, it will still ultimately be up to the Sheriff to determine where the changes should be made.

Nonetheless, begin cuts now to generate savings, and then move on to system-wide cuts with CJC support. If no decisions arise within CJC and the Board is required to make more cuts due to further resource reductions, adopt the most sensible recommendations from the Matrix studyⁱⁱ by cutting rural patrol, patrol and investigations in municipalities (but never cover), community deputies, and/or in other areas nominated by the Sheriff. Cuts should be made to save approximately 10 FTE¹³. These staff reductions and charging cities for investigation services¹⁴ should save \$1-2M or more annually.

¹¹ The Sheriff's Office notes that this cut is significantly understated, amounting to 20 sworn positions and 1.5 non-sworn positions in the past two years.

¹² The Sheriff's Office notes that it has agreed to a "partial closing" of the program facility in 2011, and will look at the possibility of full closure as well.

¹³ The Sheriff's Office points out that this report calls for specific cuts without any data. ILPP agrees. The estimation is based on ILPP's expertise in jail operations and staffing, and the determination that some of the recommendations in the Matrix report appear to be reasonable. These cuts are only suggested as a last resort, if the CJC and Board are

Reorganize the budget and related information to facilitate CJC decision-making.

The way that the budget is organized through County Administration makes it difficult to tally up total resources devoted to the administration of criminal justice. Dane should create a budget analysis matrix to help CJC better understand public safety resource allocation and expenditures.

Develop a case study process to pinpoint problems.

Decision makers from law enforcement to probation involved in a selected criminal case should be brought together following disposition to hash out problems that arose. This process was met with great learning and success in Allegheny County, PA, through ad hoc subcommittees led by the Court Administrator and committed staff throughout the system. A number of initiatives were developed based on a brainstorming of solutions to problems.

Follow and join national associations.

Every justice system agency would benefit from learning how policies and operations are evolving throughout the nation. National associations are comprised of key staff of criminal justice advisory boards, pretrial agencies, mental health groups, etc. Staff would benefit from attending conferences and sharing ideas on better ways to do business, then bring those concepts back to Dane County. Even without attending, leaders and staff can benefit from webcasts, newsletters, blogs, and other valuable materials distributed by the associations.

RECOMMENDATIONS TIED TO MAJOR DECISION POINTS

The CJC must begin by analyzing and understanding the dynamics of the system. This is the foundation to creating policies that will impact practices and drive programming selection and development. As such, the organization of specific recommendations in this section are designed to improve decision making at the seven major decision points in the justice system process:

- Decision to arrest
- Decision to detain
- Decision to release from pretrial detention
- Decision to file charges
- Adjudication
- Sentencing decision
- Modification of sentencing

faced with having to make cuts but are unable to come to a decision. ILPP acknowledges that the Sheriff's Office ultimately decides how to assign its staff, and simply suggests areas for cuts if they are necessary.

¹⁴ The Sheriff's Office notes current law forbids charging follow-up investigations to county municipalities. The Sheriff is obligated to provide these services as municipalities already pay county taxes for them. However, ILPP argues that some limits must be in place to regulate a potentially inexhaustible amount of work that could therefore be delegated to the Sheriff's Office by municipalities. The legal ability to charge and the use of services without charge should not be unlimited; the parties must work out a cost and rationing agreement. Defining the scope of this responsibility by the Sheriff's Office is best addressed through the CJC.

The following policy and practice changes are specifically aimed at improving decision-making at distinct points in the justice process, as graphically depicted in Appendix F. After the CJC better defines its goals and analyzes the caseload, selected programs can be developed to change the way workload is handled.

1. Decision to Arrest

Construct a written citation policy as an ordinance or resolution.

This new policy can be modeled after the Wisconsin Supreme Court Rule that recommends all identified suspects that exhibit ties to the community and do not represent a risk of flight should be cited and released. This policy should be developed by CJC then adopted as local law, whether or not a challenge is anticipated. If the law is successfully challenged, it should be passed as a resolution and policy preference.

Identify categories of chronic offenders for diversion.

Mentally ill, addicted, and homeless populations are expensive to house repeatedly in the jail. Having these populations within the community inevitably creates work for law enforcement, who may be called to intervene. Potential arrests and processing at the jail creates a burden on the system that can be avoided if certain diversions are in place. The system must determine whether the significant number of those who cycle in and out of jail within 24 hours are made up of these populations, and if so, tailor best-practice interventions.

Law enforcement should take advantage of free CIT training opportunities through the Department of Human Services. Although new officers are trained, subsequent refresher courses to deal with new community issues are not pursued.

Support a program to deliver ultimatums to the most serious chronic offenders.

Consider supporting the Sheriff's Office, through Board policy and executive order, for a program that offers comprehensive treatment or severe sanctions to those estimated 50-100 individuals considered to be the worst offenders by the system. This mimics the Madison Police Department program, which was modeled after Project Cease Fire in Chicago and other similar successes¹⁵. The program will effectively deal with the small minority of serious offenders engaged in behaviors that most endanger public safety and swallow public resources. The program is proven to garner positive press and reduce system workload.

¹⁵ Elbow, Steven. "Crime and Courts: Police to offer ultimatum to 10 worst offenders: Go straight or else." *The Capital Times*, 7 November 2011. http://host.madison.com/ct/news/local/crime_and_courts/blog/article_3d3abc6e-0895-11e1-9d4c-001cc4c002e0.html

2. Decision to Detain

Create disincentives to detain minor offenders.

Law enforcement should exercise their authority to use citations, summons, and order-ins much more frequently, as statutes allow and court rules require (the Supreme Court rule and guidelines calling for citations or automatic release of non-dangerous misdemeanants from jail). Merely cajoling to limit transport of minor offenders to the jail via a new ordinance or resolution is not likely to fully accomplish the goal.

The CJC should develop baseline data on arrests and releases founded on calls for service, priority crimes, and related data, and the Sheriff's Office should keep data on all arrests and outcomes, independently monitored and shared with the CJC and cities.

Reevaluate in six months to determine whether Dane County should seek legislation to impose costs on municipalities for unwarranted incarceration following arrest. County leaders may need to lobby to create disincentives, such as charging the arresting agency a booking/housing or administrative fee when these admissions exceed a baseline threshold¹⁶. This booking fee idea has been explored in other states, e.g., Adams County, Colorado. The County seeks to place a cap on the number of offenders with municipal charges being held at the jail. Cities only incur charges if they exceed a certain number of low-level offenders booked.

A third of all releases from the system occur within 24 hours and 40% of these arrests appear to be for disorderly conduct. Not jailing these arrestees after a ticket citation or summons will reduce booking and pretrial workload by up to a third, and those savings would continue in downstream agencies. Cities also benefit from reduced workload¹⁷. This change would relieve the entire system of a great deal of system-generated work that drives dozens of inefficiencies and does not account for limited resources. No public safety impact is expected, as these persons are released from jail in under a day, and virtually all will be classified as eligible for electronic monitoring and work release, if admitted and held.

Add a sobering center to the continuum of sanctions.

A large number are being held in jail for less than 24 hours for "disturbing the peace." This has been addressed elsewhere not by bringing these short-termers to jail, but by taking drunks to a sobering center. This facility for public drunks and drunk drivers may be appropriate where a detoxification would be overkill. In San Mateo County, CA the sobering center is not a locked facility; "sleeping it off" is essentially voluntary. The center makes films about alcohol and drunk driving available and provides referrals for treatment, e.g., to AA, etc. When inebriants sober up, they can call someone to pick them up.

¹⁶ Hernandez, Lance. "Adco Places Cap on Municipal Inmates, Chiefs Steamed: Budget Shortfall Forcing Cutbacks at County Jail." ABC 7 News, 2 November 2011. <http://www.thedenverchannel.com/news/29670115/detail.html>

¹⁷ Dave Gathman and Matt Hanley, "Carpentersville joins towns where most marijuana busts seem more like parking tickets." *The Courier-News*, 25 October 2011. <http://couriernews.suntimes.com/8341110-417/carpentersville-joins-towns-where-most-marijuana-busts-seem-more-like-parking-tickets.html>

Offenders brought to the sobering center do not avoid the court process or sanctions. The facility can be thinly staffed and generally does not offer medical services, so it is relatively inexpensive to operate. Such a facility can be run in conjunction with a Day Reporting Center, sharing facilities in the evening while the Day Reporting Center is not in operation.

Develop a quick mental health and addiction screening tool at jail intake.

Adopt a very short 5-minute pencil and paper instrument modeled after Screening, Brief Intervention, Referral, Treatment (SBIRT) for drug use. This screening could be followed by a longer interview if certain risk factors are identified. This provides a possible approach to one-stop assessment previously deemed infeasible due to the sheer numbers at jail intake.

Break down the current minimum-security population according to risk scores. The classification instrument should be tested and validated so it can accurately predict risk to public safety.

The Sheriff's Office should better define low risk populations to increase the use of non-custody sanctions and further classify the majority who are minimum-security offenders, as low-minimum, medium-minimum, and high minimum.

Sanction the low and most medium-risk populations outside the jail with electronic monitoring, rehabilitative and work programs, drug testing, and other appropriate low-level sanctions; include any high minimum offenders where incarceration is not justified via an objective risk assessment. Low risk offenders will both benefit the community and help it cope with service cuts. Use the jail only for the dangerous and those who pose a significant risk of flights. Avoid a supervision system that generates technical violations that lead to incarceration.

After CJC has agreed to a quick simple risk assessment and classification "sorting" of the minimum security population, the CJC should agree to stand as one in support of all changes and be in a position to defend these changes **when** the first "walk away" or violation, further crime, or other problem arises, as it certainly will¹⁸. The risk assessments make sure that the risk of real danger is as low as possible within legal parameters and populate the programs. Misbehavior should be sanctioned out of custody unless public safety is at unacceptable risk.

Raise new revenues through charging the cities for requesting unrequired and unwarranted Sheriff's Office services.

Establish market rate fees for certain Sheriff's services to municipalities. The Sheriff's Office should demarcate its gratis municipal functions in conjunction with local law enforcement agencies. New legislation might be required for some charges.

¹⁸ Abel, David. "Minimum security, high concerns: Facilities said to have merit, but convict's escape revives fears." *The Boston Globe*, 14 November 2011. <http://bostonglobe.com/metro/2011/11/14/minimum-security-high-concerns/DZznX932fWIMKaLtM6xwLK/story.html>

3. Decision to Release from Pretrial Detention

Reengineer the bail system.

Once a sufficient protocol and standard point system have been established to prevent unnecessary admissions to jail at arrest or after intake, a pretrial release system should be set up to screen out those who do not need detention. This system should continue to function at night and on weekends.

Almost half of set bails are reduced after delays, and/or once a person arrives in court. Delay can be seen in various aspects of the current approach, in spite of the efforts of a talented Commissioner. An independent pretrial screening agency should be considered in the elected Clerk's Office. Any release conditions should be narrowly tailored to address actual risks posed by the defendant.

Speed decision making on holds.

Require outside agencies (Probation, Parole etc.) to make a detain/no detain decision within 24 hours of booking. Otherwise, charge for housing and/or release the individual if appropriate based on a risk assessment instrument. The County should advocate that this deadline would also save State resources and work with CJC towards this common goal. Include any non-dangerous illegal immigrants who have not been charged with serious crimes.

Triple the use of Electronic Monitoring.

Apply only limited monitoring to cases that risk assessment shows require surveillance due to a minimal risk of public safety. The cost could approach \$15/day for each offender but allows at least \$1-2M savings from closing the Ferris Center.

Add a Day Reporting Center.

This new supervision center would not be focused on treatment, but rather seek to absorb the lightweight jail/Huber populations and provide community-based supervision and dry-out services for law enforcement. DRC is applicable to both pretrial and sentenced populations. Estimated cost is far less than half that of running the Ferris Center, approximately \$300,000-500,000 inclusive of minimal programming. If CJC later elects to expand DRC into a Day Treatment Center as funds become available, programming can include drug and alcohol testing, anger management, reporting and updating, family involvement, etc.

The County has many options for expanding Day Reporting Center (DRC) functions once a basic facility is up and running. The DRC can seek to address criminogenic factors to reduce recidivism. In Franklin County, PA, educational, drug and alcohol, job training, and life skills programs are offered to roughly 120 participants. Those serving jail time and completing probation were found to be three times more likely to end up back in jail after a year than DRC graduates. A two-year study also found that DRC graduates who reoffended committed less serious crimes.

To improve reentry outcomes, Allegheny County, PA places offenders on tracks and uses assessment instruments to identify their needs and strengths. The DRC offers a whole spectrum of services including intensive case management. Leaders have developed a detailed five-year action plan to guide program implementation, expansion, and evaluation of the Center. An example of the costs and structure of this model is provided as reference in Appendix E.

The CJC is the mechanism by which resources devoted to wasteful arrests and jailing activities can be reworked to improve public safety outcomes while lowering expenditures. Unnecessary custody of misdemeanants is also a portal for racial disparity.

4. Decision to File Charges

The DA's Office should continue to improve case screening at the front end.

The DA's Office already screens early and well, and is committed to exploring fast-track recommendations for cases at an early stage. The new classification system tool (COMPAS) will assist in flagging potential cases for diversion.

Consolidate cases involving the same offender to create efficiencies, and divert cases where filing is postponed.

Create an alternate, expedited route for case processing conditioned on the appropriate successful action by the arrestee. Increase release without prosecution for mental health and related cases not suitable or amenable to criminal justice sanctions.

This recommendation should be tied to CJC's purpose statement for the jail, to establish where and how these offenders may best be managed pretrial. County leaders need to determine whether jail is the appropriate place to hold certain populations of offenders, especially if sanctions cannot have the intended impact. For many minor offenders who suffer from mental health or substance abuse problems, jail is a grossly inappropriate and expensive placement. If they are not the intended incarcerated population, CJC needs to develop ways to divert them earlier in the process, e.g., through improved crisis intervention training (CIT) and focused resources for law enforcement.

5. Adjudication

Expedite and fast track easily resolved court cases.

Aim to dispose of 40% of all cases, misdemeanors and felonies, very early. Acknowledging that more than 95% of cases will plea bargain out, speed this process through a special track and specialized court docket for cases that can be very quickly resolved. Documented agreement of involved agencies should be sought, and outcomes should be measured and monitored. Once implemented, savings are estimated between \$500k and \$1M over time.

An on-call judge should be made available by video or phone virtually any time to dispose of any simple cases that require appearance before a judge. Just as judges are available for search warrants at all hours, these same judges can save scarce system resources by being available to

prevent needless custody. If an on-call or duty judge cannot be called for each case, than calls should be arranged in batches and resolved as often as needed to prevent needless housing in the jail.

Implement reminders for court appearances.

A web-based and mobile notification system should be deployed to remind all system participants of schedules for appearances and postponements. Estimated cost is \$75,000, either through private contract or integrated with Clerk operations. Savings arise from saved time and transport expenses for almost all municipal, County, State, and private workers and agencies. These expenses occur throughout the system, and run extremely high due to the overtime costs. The biggest benefit will be to victims, witnesses and justice.

This notification can be accomplished in a number of ways, for example through expanding the interface between PROTECT and CCAP or procuring a private vendor. The positive impact of notifying defendants of hearing dates is well documented. In Multnomah County, WA, an automated telephone system began as a \$40,000 investment, and has saved millions by reducing defendant no-shows from 29% to 16%¹⁹. It is estimated that this program could save up to \$6 million in Dane County and free up valuable jail space once it is in full operation.

6. Sentencing Decision

Create a correction control and services matrix.

The CJC should create a “big picture” chart, a one-day count of the number of people in each correctional sanction and the services they are receiving. The annual costs of services should also be featured. This will broaden understanding of the options being employed to monitor and sanction offenders.

To illustrate this matrix, sanctions are shown in a column, ranked by level of control. Programs and services are located on the other axis of the table, and include services that are provided. This matrix displays the number of clients in each sanction receiving each service on a given day, and the total daily cost. It can help the CJC determine where they should spend additional resources when available, make clear that resources are limited and must be allocated to the highest priority areas, and support the most rational and consensual budget cuts.

Non-custody sanctions should be proactively employed when appropriate, including diversion and treatment programs.

Create a sentencing grid based on classification.

Establish who is in the system and how they are sanctioned, to illustrate how resources are currently being used. Based on the system purpose and goals developed by the CJC, stakeholders should use non-jail options to monitor and punish minor offenders who pose little risk to public safety.

¹⁹ Green, Aimee. “Wake-up call: You are due in court.” The Oregonian, page E2. October 17, 2007.

Limit the probation population to those who require monitoring.

Use risk assessment to drive probation programming decisions²⁰. For lowest level offenders, no follow up should be required; simple court probation should be the norm.

Shorten sentences.

After determining the overall objectives of the criminal justice system, the CJC should lead efforts to shorten sentences and remove or reduce the number of conditions for offenders to ease re-entry and improve outcomes for minor offenders.

7. Modification of Sentence

Better manage probation violations.

CJC should determine how probation violations should be handled for different categories of violators and violations²¹. Rather than immediately incarcerating violators, a matrix should be created that dictates how probation sentences should be modified depending on the offender's history and the severity and nature of the violation.

OTHER BEST PRACTICES

Eliminate Sheriff's Office overtime, subject to findings of a detailed audit of current overtime use.

The audit should identify who is getting the overtime and for what purpose, assuming the reporting system permits or can be modified to provide this assessment. Exceptions to this bar include unavoidable or "true" emergencies. Changes should be monitored with intermittent reviews.

Replace the constant major funding for overtime by funding ten "pre-hires" and implementing the "all hands-on-deck" policies being employed by other law enforcement agencies, nationally. This means pulling in deputies from the least needed posts and fielding supervisors, managers and administrators as well, to cover most predictable and unexpected need for what is now covered by overtime. The new pre-hire half-time positions will enable rapid filling of vacancies; they can be pulled from low priority work as needed. The new court notification system will also greatly reduce the need for overtime.

²⁰ The Sheriff's Office notes that the probation population is under the control of the Wisconsin Department of Corrections, not the County. The Sheriff's Office simply makes programming decisions based on a risk assessment. ILPP notes the technical truth of these assertions, while also pointing out the many counties where changes in State policy on probation and parole, including those regarding technical revocations, are changed at the request of a county's justice system officials.

²¹ The Sheriff's Office notes that probation violations are not under the control of the County. ILPP is hopeful that with the State's participation in the CJC, changes in policy that impact Dane County can occur at the state level.

The pre-hires will cost about \$350,000 and limiting overtime to emergencies should save \$1-3M. Although this will eventually lead to seeking changes in labor agreements, the Sheriff, with support of the other CJC partners, will need to prioritize positions based on public safety priorities at this beginning stage.

Reallocate funding to the most effective sanctions and services.

Through CJC, focus resources on populations that Dane County seeks to treat. Currently, Dane does not exercise discretion, but instead, offers treatment on a first-come-first-serve basis. Narrow eligibility criteria to better define the intended treatment population.

Implement an ambitious Jail Reentry Program emphasizing families and transition back into the community, such as those addressing addictions, housing, relationships and job skills as well as meaningful involvement programs²². This will realize great short and long-term savings through reduced recidivism. Cost is about \$250,000-500,000, although many grants exist for this powerful anti-crime program.

Divert some resources away from intensive case management of only the most serious cases, e.g., mental health treatment concentrated for people with serious MH problems and multiple incarcerations. Invest in preventative measures to manage lower risk populations, e.g., providing medication in the community to allow low risk population to manage symptoms. Community intervention and partnerships appear to be positive and fruitful.

Conduct regular jail medical audits.

An annual or bi-annual short review of the jail medical contract, and/or careful outside monitoring usually results in significant savings and reduced potential for litigation.

Review court security staffing.

Based on preliminary observations at random hours both busy and light, it appears that courthouse entrance security officers are overstaffed. Because there are two busy times each day that are perhaps tied to inefficient court scheduling procedures, the problem may be best be addressed by part time help. There is money to be saved by a brief study and re-staffing of this function.

Rent jail bed space.

Identify opportunities to rent to the State and to other jurisdictions to generate revenue, in light of the expected emptying of unneeded jail beds. The Sheriff's Office notes that jail bed space is currently rented to the Federal Government and the State of Wisconsin's Extended Supervision program. These renters, who are available to produce revenues in the future, should be placed on a list with rates. The CJC should calculate potentials for such renters after reclassification of the minimum-security population is undertaken.

²² The Sheriff's Office notes that Dane County Jail currently runs yoga classes.

CONCLUSION

ILPP expects that strong, focused efforts by the CJC in pursuing the agenda and direction provided herein should solve many existing problems. Implementing recommendations that help the system manage workload at major decision points will save a considerable amount of resources. The key is to fully develop and institutionalize the system-wide collaborative mechanism, the Criminal Justice Council.

Appendix A: Growth of Criminal Justice Budget from 2008-2011

In this final report, ILPP is keen on clearing up the issues around the statement that the criminal justice system budget has grown at twice the rate of the rest of the county. This abbreviated statement was made regarding the indisputable fact that the cost of administering the justice system is growing at an unsustainable and illogical rate, as demand is down. The figures were necessarily a rough estimate based on the limited information and time that was available to us.

ILPP's primary goal has been to provide tools that can potentially improve public safety and better decision-making within the context of very limited resources. To make budget deadlines for the initial presentation, ILPP had to work hard yet move quickly on this challenging, system-wide project.

The following section unpacks the assertion regarding justice system growth rates. It shows County appropriations from 2008 to 2011.

Dane County Budget – extracted from reports prepared by Dept of Administration¹					
Appropriations²	2008	2009	2010	2011	Percent Change (2008-11)
Clerk of Courts	\$3,978,007	\$4,149,511	\$4,034,210	\$4,373,422	10%
Sheriff	\$51,456,885	\$53,646,938	\$54,651,716	\$56,600,076	10%
District Attorney	\$3,264,580	\$3,517,158	\$3,578,375	\$3,795,730	16%
Human Services³	\$62,450,777	\$63,133,049	\$63,287,292	\$63,649,805	2%
Sum of Public Safety (Clerk, DA, Sheriff)	\$58,699,472	\$61,313,607	\$62,264,301	\$64,769,228	10%
Gross County appropriations	\$114,023,444	\$116,356,038	\$122,514,001	\$126,931,541	11%

Appropriations for the Clerk, District Attorney, and Sheriff were used as a proxy measure for the county portion of justice system expenditures. A key issue is the format of the budget. It is difficult to accurately determine what the County is actually spending on the administration of the justice. Public safety figures are probably understated because some public safety elements (and certainly some of what might be called criminal justice system expenditures) are not included. ILPP was unable to ferret out all costs and appropriations associated with public safety within the resources and time we were afforded.

Appropriations for the Clerk, District Attorney, and Sheriff increased 10% from 2008 to 2011. Department of Human Services appropriations increased by 2% in this same period.

¹ http://danedocs.countyofdane.com/webdocs/PDF/budget/2008/Budget_in_Brief.pdf
http://danedocs.countyofdane.com/webdocs/PDF/budget/2009/Budget_in_Brief.pdf
http://danedocs.countyofdane.com/webdocs/PDF/budget/2010/Budget_in_Brief.pdf
http://danedocs.countyofdane.com/webdocs/PDF/budget/2011/Budget_in_Brief.pdf

² Appropriations are defined as expenses less revenues.

³ Includes budget for Badger Prairie Health Care Center

Appendix B: Status of 2007 Report Recommendations

These other prior recommendations from the 2007 system assessment have been reviewed as much as possible given the time constraint. They are much more specific in scope than the options developed for this report and presented herein, as the prior report was more comprehensive and spanned nine months. This report emphasizes Dane's need to pursue strategic planning to realize further gains, and manage workload to generate a viable and sustainable long-term public safety plan.

Recommendation	Implementation Status
Establish managers in 5 areas, one a new hire, the others moved and re-tasked. Two existing jail managers would be dedicated to population control, the existing Executive's IT Director solely to database integration development, the Court Administrator to the new case management approaches, the newly elected Court Clerk and Executive's justice specialist to support of the Criminal Justice Group (with the Clerk on the Executive Committee), and one new manager hired who would be assigned to the DA's Office	Not implemented
The three primary LE RMS systems should promptly begin to PDF documents for electronic transmission, under a collaborative protocol.	In progress and under development
The DA's Office should fully use PROTECT functions to track LOS, whether an inmate is in-custody, and primary reason for custody.	Infeasible, given lack of Spillman interface.
The DA should use PROTECT to establish reminders and time standards for case processing.	Substantially implemented
The DA should prepare for the advent of e-filing all necessary forms, and provide for electronic access in the office, courtrooms, LE offices, etc.	In progress, limited by wi-fi capabilities in court rooms
The courts should use the CCAP system reminders and enforce best-practice processing standards.	Implemented
CCAP should generate daily reports for judges on in-custody cases, with LOS and information on overdue cases, as determined by adopted standards.	CCAP does not contain in-custody information. Summit generates similar reports that are distributed weekly to judges to expedite in-custody cases
The Chief Judge should exercise existing authority to adopt timeliness standards and enforce them among the criminal bench until they are achieved.	Implemented
The courts should adopt a rule governing discovery.	Implemented

The courts should schedule cases in CCAP for coordinated appearances of the DA and defense.	CCAP does not have functionality to track DA/defense attorney availability
Utilize a “quick risk” assessment as a base for pretrial bail conditions.	Not implemented
Probation should revise its automation system to trigger review and presumptive release of holds on persons held longer than guideline standards.	Not implemented, regular weekly review of pending cases
Stratify the Minimum classification jail inmates.	Not implemented
Formulate release criteria, and adopt with the approval of the Criminal Justice Group (CJG)	Not implemented
Establish population capacity limits for each of the jails, with support of CJG and county government.	Not implemented
Adopt a calendar management system that emphasizes flexibility, accountability, and timely use of judicial resources.	Explored in depth

SECONDARY RECOMMENDATIONS

Recommendation	Implementation Status
Establish a standing committee of the Circuit Court that meets at least twice a month to discuss case management and monitor jail population.	Criminal bench meets once a month
Conduct a workload review for the DA’s Office.	Unknown
The DA’s Office should adopt uniform deferred prosecution screening.	Under discussion with system partners
The DA’s Office should initiate a pre-diversion screening to weed out cases that will not be charged.	Implemented parallel process that achieves the same goal
The DA’s Office should accelerate charging decisions by one or two days.	Implemented
The DA should begin maintaining email directories for defense counsel in Dane County, and correspondence should routinely occur by email.	Implemented
The DA should consider revamping and reinstating its former DA’s pretrial practice.	Implemented enhanced method of achieving goal
The DA should develop a means to assure more consistent plea offers, and better manage plea reductions once an offer is made.	Implemented as is feasible
Provide the Sheriff with authority to issue signature bonds.	Not feasible due to legal constraints
Move the Bail Monitoring Program function to the booking area and institute a PT release program.	Not implemented because infeasible
Develop a single point-of-entry system to handle treatment issues.	Not implemented, infeasible with current tools
Provide Drug Court with additional funds for evidence- based treatments.	Not implemented, faced with budget cuts

OTHER RECOMMENDATIONS

Recommendation	Implementation Status
The County should require law enforcement (LE) vendors to comply with GJXDM standards by January 1, 2009.	Not implemented
The Sheriff's Office should produce PDF copies of arrest reports, in lieu of paper reports.	In progress
The Sheriff's Office should work with Spillman to ensure that current and full information is produced in XML format for CCAP and PROTECT.	Not implemented
Screen sentenced inmates for CAMP with recently implemented NIC classification.	Implemented with alternate screening tool
Consider waiving CAMP fees for indigent participants and do not violate non-working participants for failure to pay fees.	Implemented
Add staff to jail ACT program to provide front-end mental health assessment; make this information available to Commissioners and Judges.	Not implemented
Consider implementing ACT unit to assist police in handling lower risk mentally ill offenders in community without incarceration.	Not implemented
Revise list of parole and probation holds provided to DOC to specify all holds, including no new charge, non-criminal matters, ordinance violations, misdemeanor charge, and felony charge.	Implemented
Include number of days in jail for every offender on holds submitted weekly to the DOC.	Implemented
Sheriff should establish a priority system to determine which VOP offenders to release first.	No release, unless authorized by P&P
Petition State to adequately fund DOC revocation review process.	Implemented without impact
Adopt an internal procedure to assume early release of discovery to the defense, and use email to transmit discovery when possible.	Substantially implemented, and now occurs by time of case settlement conference/initial appearance
CCAP should integrate with Spillman to permit current and cumulative custody data in CCAP.	Not implemented
Courts should receive a daily report of all case over local guidelines for case processing.	Courts receive monthly report
Judges should be provided with a monthly timeliness comparison of their cases with cases of other local judges.	Implemented
At least quarterly, courts should review with the Chief Judge their progress in case processing, until guidelines are substantially achieved.	Statistics are distributed, but discussions do not appear to occur

The Courts should make CCAP available for counsel and the bench, and PROTECT available for the DA at the prosecution table.	Partially infeasible, partially implemented
The Courts should provide a printer in each courtroom to give defendants notice of future hearings prior to their departure.	Implemented
CCAP should integrate with Spillman and New World (and Global if possible) to report case status, dispositions, and the coordination of officers.	Not implemented
CCAP should create a series of local use fields for individual court systems to use as they determine.	Implemented
Governance of CCAP needs reexamination; give de facto users a greater role in deciding features.	Implemented
Consider establishing revolving bail fund.	Infeasible
The Public Defender should set up systems for receiving electronic discovery and promptly distributing it to the assigned APD/attorney.	Unknown
The Public Defender should set up an electronic system to promptly assign defense counsel and logging this information into PROTECT and CCAP.	Unknown
Probation officers should have access to criminal history and custody status information.	Exists, but no integration of systems with County
Better convey purpose and importance of new classification system to Sheriff's Office staff.	Implemented. Staff do not believe system applies to inmates who are not in custody.
Develop in-custody and out-of-custody work programs to implement continuum of sanctions, and seek CJG support prior to full implementation.	Not implemented
Create an evaluation component for inmate work programs, like that of other programs and services.	Implemented for select programs
The Sheriff should provide selection criteria and review process for out-of-county transports.	No longer applicable
If needed, an independent and objective review of staffing requirements for safe transportation of out-of-county inmates should be developed.	No longer applicable
Implement a major shift of inmates from work-release to EM and supervised release.	In progress
The Courts should enforce a standing discovery order with the DA and defense.	Implemented
Assign cases involving arrests for failure to appear (FTA) to duty judge within 24 hours of arrest.	Impractical
Local Rules of Criminal Procedure should be reviewed and revised as necessary to expand procedures for speedy disposition of case.	Implemented

In matters where a required PSI has not been waived, the Courts should schedule the sentencing hearing within 45 days.	Implemented
Continue the effective use of community service in lieu of a fine, as authorized by Dane County Circuit Court Rules.	Implemented, but defendants do not request
Adopt a mechanism for reporting on community service completion to the Courts or designee.	Implemented
The Courts should engage in research-based planning and agreements with educational institutions to improve case management.	Some implementation
Expand the use of Non-Attorney personnel in the DA's Office.	Under consideration
The DA's office should create a diversion unit to review and keep current with standards for prosecutorial diversion and risk assessment tools.	Substantially implemented, training in progress
Screen for Drug Court using the Federal Salient Factor Scale and an appropriate drug-use screening tool prior to making referrals to Drug Court.	Basic screening of charge and history, followed by in-depth assessment after referral
The ADA requesting bail conditions should use an available "quick risk" assessment system to assure that only evidence-based conditions are sought.	Under consideration
Charging policies for domestic violence and theft should be reviewed.	Implemented
The DA's Office should implement a prompt discovery rule, critical for in-custody cases.	Implemented and considered for expansion
The DA's Office should begin receiving arrest reports and other common documents in PDF from LE agencies capable of producing them.	In progress
The DA's Office should categorize cases and adopt time standards for processing to disposition.	Requires system collaboration and additional resources
DA's Office should gather management information on delays caused by lack of availability of victim witnesses and arresting officers.	Not feasible to implement given current resources.
Non-attorney staff should be assigned to monitor and facilitate time frames to charging, discovery, plea offers, and final disposition.	Not yet possible within staffing

Appendix C: Creating the Right Forum for Change

In 2002, The U.S. Department of Justice published “Guidelines for Developing a Criminal Justice Coordinating Committee,” detailing how to create, maintain, and rejuvenate a collaborative body of justice system policy makers. The manual arose from the NIC’s work in providing technical assistance to communities struggling with jail crowding. It recognized that the key problem was lack of system-wide coordination. Continuous efforts are required to manage this condition – reactive decision-making is first aid and does not support lasting solutions. The following are characteristics and methods of an effective coordinating committee.

The ideal CJCC has the following characteristics:¹

- Encompass broad representation, recognized authority, and adequate staff support.
- Include representation of city, county, and state levels of government operating within the geographic boundary of a county or region.
- Include representatives of all functional components of the justice system.
- Involve citizens on the CJCC, committees, or both.
- Be established by an intergovernmental agreement; its role would be spelled out in a written statement of purpose.
- Receive funding, in part, from each member agency to ensure a political and financial stake.
- Enjoy the support and willing participation of all members, who collectively carry great weight and prestige.
- Remain administratively independent so that no one jurisdiction or justice system component would control the organization.
- Ensure that the staff includes a sufficient number of professionals with criminal justice experience, technical skills, and analytical capabilities.

Success requires strong leaders, consensus-driven agreements, and willingness to compromise, driven by self-assessment and useful data. Dane benefits from a strong talent and commitment of key decision makers. However, Dane’s CJC has not capitalized on the opportunities afforded by a powerful, collaborative forum. Economic difficulties have added additional pressure and pulled focus away from strategic planning.

¹ Guidelines for Developing a Criminal Justice Coordinating Committee, US. Department of Justice, National Institute of Corrections, NIC Accession Number 017232, January 2002, p. 21

Biggest Contributing Factors	Biggest Detractors of Success
Good relations among justice agencies and officials of general government	Financial constraints
CJCC's nonpartisan image and multijurisdictional approach	Staff reductions and insufficient analytical staff support
Dedicated staff with technical ability	Conflicts between agencies over "turf"

To rejuvenate a flagging CJCC, the NIC recommends the following:

- Self-evaluation to determine "what happened."
- Document new agreements among stakeholders and reorganize to help members "own" the process.
- Visits with other CJCCs to help officials see new possibilities.
- Identify where opportunities for success are the greatest to gather momentum and support.
- Continuously demonstrate successes of collaboration to member agencies and the community.²

² Ibid.

Appendix D: Best-Practice Policies and Programs from Wisconsin and Nationally

The following offers some insight into existing programs in other jurisdictions. It is important to note given limited resources, system goals must be determined before programs are sought to meet those objectives. Some of these programs, such as Drug Treatment Court, exist and are thriving in Dane County as well, but the parallel program may offer some ideas on further development and how programs can be made more effective.

A helpful resource is the Wisconsin Community Services, Inc. Program Directory (<http://www.wiscs.org/PDF%20Files/WCSProgramDirectory.pdf>), which provides short descriptions of programs in Milwaukee County, Waukesha County, Kenosha County, Sheboygan County, and multi-count efforts.

Source	Summary of Recommendations
Waukesha County	<p>Day Report Center (DRC), implemented in 2007. An alternative to incarceration at the Huber Facility, inmates report regularly to the DRC based on his predetermined level of supervision. The services address daily accountability. Additional supervision may be required, such as electronic monitoring, remote alcohol testing, preliminary breath tests at every appointment, involvement in treatment or anger management groups, community service, home visits by the DRC staff and/or random checks by the Sheriff Department staff, participation in self-help groups, compliance with medication, conditions of probation and with any conditions ordered by the court, and random drug testing with the assistance of the sheriff department staff. http://www.wiscs.org/ProgramDescriptions.aspx?ProgramID=91</p> <p>Secure Continuous Remote Alcohol Monitoring (SCRAM) through Wisconsin Community Services (WCS). SCRAM is an alcohol usage detection device that tests alcohol evaporation through the skin via an ankle bracelet. The bracelet runs hourly tests for alcohol evaporation and once daily downloads this information through an in home monitoring device, attached to the telephone. http://www.waukeshacounty.gov/uploadedFiles/Media/PDF/Elected_Officials/Courts/SCRAMBrochureFamilyCourt.pdf</p> <p>The overall program appears to have led to a 43 percent fall in the rate of alcohol-related accidents and injuries in the state over the last three years. http://www.medicalnewstoday.com/articles/173222.php</p>

	<p>Alcohol Treatment Court, implemented in 2006.</p> <p>A four-phase program based on a drug court model that allows offenders to participate in alcohol and other substance abuse treatment. Each program phase includes routine court appearances, case managements/supervision appointments – including office and home visits, random alcohol testing, an assessment and individualized treatment plans, as well as attendance at self-help support meetings. Also utilizes the SCRAM bracelet.</p> <p>http://www.wiscs.org/ProgramDescriptions.aspx?ProgramID=85</p> <p>Those who graduate from the program receive a permanent stay on their remaining sentence.</p> <p>http://www.thechristiantreatmentcenter.com/blog/wisconsin-alcohol-treatment-court-a-success/</p>
<p>Criminal Justice Collaborating Council (CJCC) Strategic Plan. 2008-2010</p> <p>http://www.waukeshacounty.gov/uploadedFiles/Media/PDF/CJCC/CJCCStrategicPlan08-10_final.pdf</p>	<p>This document highlights the major strengths and concerns facing Waukesha's probation and community corrections programming. There are specific recommendations to particular programs:</p> <p>Adult Basic Education Program (<i>Transferred from Sheriff's Department for 2007</i>)</p> <ul style="list-style-type: none"> • Offer credit time or community service for incentives toward educational achievement. • Program outcomes do not relate to a job, career, or employment. <p>The ABE Program provides basic and secondary education to individuals incarcerated in the Waukesha County Jail, who are motivated to further their learning. Teaching staff are provided by Waukesha County Technical College and meet with incarcerated individuals in a small classroom setting within the jail. Teaching staff provide two daily sessions, four days each week. In addition to basic and secondary education, other self-improvement support services are provided to assist incarcerated individuals' transition from the jail setting with improved academic skill and employability.</p> <p>http://www.waukeshacounty.gov/uploadedFiles/Media/PDF/CJCC/AdultBasicEducation.pdf</p> <p>In 2007/08 they saw improved literary skills by 81%.</p> <p>http://www.co.waukesha.wi.us/uploadedFiles/Media/PDF/CJCC/2009%20CJCC%20Budget.pdf</p> <p>Alcohol Treatment Court (<i>Implemented in 2006 through Federal Drug Court Implementation Grant</i>)</p> <ul style="list-style-type: none"> • Sustainability of the program once grant funding ends. • Reconsider fairness. • Needs admission process. • Needs participation from the district attorney. • Evaluate program future outcomes. • Consider ability to expand the program.

AODA Counseling Services *(Implemented in 1996; Transferred from Sheriff's Department for 2007)*

- Prove the value of the program by evaluating the program.
- We need more treatment options in jail.
- Are there enough options to use the jail period to begin AODA treatment or renew it?
- Need work seeking/placement help at Huber on site.
- Need to evaluate program to determine how/if this program dovetails with other alcohol related programming.

Community Service Options Program *(Implemented in 2001; Transferred from Health and Human Services in 2003)*

- Adjust referral criteria to account for changes at the Huber Facility while maintaining program integrity.
- Determine how the implementation of Day Reporting has/could impact this program.
- Consider ways for Community Service to be used as an alternative to incarceration.

Waukesha County Department of Public Works and Department of Parks and Land Use have created a program to utilize Huber inmates to perform volunteer work. Currently inmates receive an eight-hour reduction in their jail sentence for every eight hours of community service performed. The state statute has been amended to allow 24 hours (1 day) of good time credit for each eight hours worked. The change will provide a greater incentive for Huber inmates to volunteer for community service. The program is a means to provide constructive rehabilitation for the inmates in a supervised setting while providing community organizations and nonprofit agencies with valuable volunteer service. It is anticipated that allowing for the faster earning of good time credit could result in an overall reduction in total number of jail days.

(<http://www.waukeshacounty.gov/posting/agenda/Committee/84/pdf/6476Minutes.pdf>)

1,648 Huber Jail days were saved in 2006 by participants of the Community Service Options Program.

(<http://www.wicourts.gov/courts/programs/docs/altwaukeshabudget.pdf>)

Community Transition Program *(Implemented in 2001; Transferred from Health and Human Services in 2003)*

- Divert more mentally ill from the criminal justice system.
- Missing life skills and education components in programming.
- Address ways to meet the increasing demand for service.
- Evaluate resources available for expansion.
- Staff is not able to collaborate with other agencies.

Program serves individuals with alcohol and other abuse, mental health and other disabilities with a high rate of recidivism and provides aftercare services such as housing, complying with probation rules, assistance in getting to court, etc. which reduces their chances of re-entering the jail.

The percentage of participants who recidivate following the Community Transition Program completion in 2007 was 50%.

(<http://www.wicourts.gov/courts/programs/docs/altwaukeshabudget.pdf>)

Day Report Program (*Implemented in 2007*)

- Explore ways to achieve judicial buy-in.
- Extend program reach through collaboration with the Department of Corrections.
- Consider expansion to supervise other jail populations who could be considered for release/deferrals.
- Could be expanded to provide relief for assist alcohol treatment court as the demand for the Alcohol Treatment Court surpasses its supply?

- Programming for episodic alcohol/drug abuse before crime (community outreach).
- Enhance intensity, availability, and positive image.
- Explore funding sources to fund future program expansion.
- Consider including an adult mentor component.
- Enhance community participation and linkages to employment, education, and treatment services.

Interagency Program for the Intoxicated Driver (*Implemented in 1999; Transferred from District Attorney for 2007*)

- Does the program need to continue to serve all repeat offense drunk drivers?
- Program capacity is stretched thin.
- Concern that there is not consensus that 2nd offense intoxicated drivers are serious.
- Experiencing decreasing resources and increasing caseload directly related to the increasing number of offenders.

Operating after Revocation Program (*Implemented in 2004*)

- Accelerate the outcome evaluation of program.
- Need to develop method to dispose of OAR cases at the commissioner level.
- OAR sentences rarely involve jail time.
- Identify issues that impact the number of successful participants.
- More attention needs to be paid to those who cannot get license reinstated for long period of time.
- Lack of financial resources still holds up defendants from reinstating and the program cannot resolve that.

Screens all defendants pending OAR charges for eligibility of license reinstatement and assists those who may be eligible. All information is reported to the Court to assist in determining whether a defendant will be given time to reinstate or go directly to an adjudication hearing if not eligible, with the goal of moving these cases through the court system in an efficient manner. This program was phased out on 6/30/10 due to the new law, effective 7/1/09, which decriminalized a majority of OAR offenses.

In 2010 there were an estimated 106 closed cases, with 49% of participants receiving their driver's license.

http://www.waukeshacounty.gov/uploadedFiles/Media/Budget/2011_Executive_Proposed_Budget/HHS/13_CJCC.pdf

	<p>Pretrial Screening (<i>Implemented in 2003</i>)</p> <ul style="list-style-type: none"> • Improve accuracy and timeliness. • Continue work to link this with existing supervision programs. • Define how the information collected in this program can be used in other programming. <p>Pretrial Supervision (<i>Implemented in 1993; Transferred from Clerk of Courts in 2005</i>)</p> <ul style="list-style-type: none"> • Address transportation problems among Milwaukee County clients. • Create a more focuses target population and continue efforts to link this program with the Pretrial Screening Program. • Explore methods to make referrals based upon an accepted risk assessment. • Where would we be without this program and how much have we saved with this? • Develop methods to better control the referrals and caseload within the existing budget. • Decision making not based on risk assessment.
Milwaukee County	<p>Community Justice Resource Center, implemented in 2010. Provides case management and counseling services. The major difference between the CJRC and the Waukesha Day Report Center is the extent of the on-sight programming. A person is successful in the program if they complete it. The Milwaukee County facility has a unified approach for offenders. It is "a day reporting alternative to incarceration with a success rate better than 85% one year after completion at 1/5 the cost of a day at the Correctional Facility South (House of Correction) or 1/10 the cost of a day at the Correctional Facility Central (Jail)."</p> <p>http://www.wnpj.org/node/3166 *http://www.waukeshacounty.gov/posting/agenda/Committee/209/pdf/5864Minutes.pdf</p> <p>“Samples” of those who completed the program showed that 21% were convicted of new offenses in 2008 and 18% in 2007. http://www.expressmilwaukee.com/article-7522-the-sheriff-vs-public-safety.html</p>
Brown County	<p>Oneida National Domestic Abuse Program Individual/group counseling for men, women and children affected by family violence. Support, legal advocacy, and resources for victims of family violence. Community Outreach/Education. Men’s Re-education Program works with perpetrators of violence and meets requirements for Probation and Parole. http://www.co.brown.wi.us/i_brown/d/library/communityresourcehandbook.pdf</p> <p>Windows to Work Program provides inmates and parolees from the Oshkosh Correctional Institution with education, support and other case management services. It is a voluntary program designed to assist parolees in making a successful transition into the community. The program’s case managers serve as the client’s</p>

	<p>advocate, working with their parole agent and other correctional personnel to get on track and start a new life. Reach-in services focused on employment and independent living will begin for participants six months prior to release, and will continue for a minimum of one year following release. A primary goal of the grant is to reduce one-year recidivism of participating offenders by 50 percent over five years.</p> <p>http://www.familyservicesnew.org/windows-to-work/brochure.pdf</p>
<p><i>American Jails</i> Magazine. “Intermediate Sanctions Options Help Alleviate Jail Overcrowding”. Nov/Dec 2002. http://www.alternativesolutionsassociates.com/PDF/Files/Jail%20overcrowding%20file.pdf</p>	<p>Intermediate Sanctions These programs provide for more intensive supervision of offenders than simple release into the community. Alternative sanctions programs provide frequent monitoring and intensive treatment services to pretrial releases, sentenced misdemeanants, and probation violators. In Multnomah County, OR, about 92.7% of the clients receiving at least one jail-based sanction were successfully discharged from supervision. Among those without a jail sanction (or any sanction), the percentage was slightly lower (88.6%). http://columbia.academia.edu/ChristineScottHayward/Papers/125103/Assessing_the_Effectiveness_of_Intermediate_Sanctions_in_Multnomah_County_Oregon</p> <p>Level of Service Inventory-Revised (LSI-R) To provide for successful supervision and intervention, an alternative sanctions program must first provide an assessment that evaluates the offender’s supervision needs, treatment needs, and his potential threat to public safety. The most widely used assessment instrument is the LSI-R (Level of Service Inventory-Revised), an objective tool developed over ten years ago by two Canadian experts to help predict parole and probation outcomes.</p> <p>In a study by Gendreau, Goggin, and Smith they compared the LSI-R with the PCL-R and found that the LSI-R had a mean effect size of .37 for general recidivism and .26 for violent recidivism, while the PCL-R had a mean effect size of .23 for general recidivism and .21 for violent recidivism. http://www.correctionsresearch.com/Files/Dynamic_Changes_in_Level_of_Service_Inventory-Revised_(LSI-R)_Scores_and_the_Effects_on_Prediction_Accuracy.pdf</p> <p>Any offender treatment programming must address the complex needs of the offender returning to the community. Such programs must be designed to break the entrenched criminal thinking patterns that most offenders possess. Offenders are generally lacking in education, job skills, and the ability to make sound decisions. Offenders may also have substance abuse, mental health, and anger management problems that need to be confronted. To be effective, programs must develop either on site services or a referral process with the existing community resources. The following types of programs should be included:</p> <ul style="list-style-type: none"> • Anger management • Criminal thinking groups • Cognitive restructuring

	<ul style="list-style-type: none"> • Substance abuse treatment • Mental health counseling • Life skills training • Basic education classes • Vocational training/job placement services • Gender specific programming <p>Implementing a Program. Key steps include:</p> <ul style="list-style-type: none"> • Beginning with a specific target population in mind • Keeping key stakeholders in the community informed as to the progress • Ongoing review of other programs’ successes and failures • Involving the media for community support <p>Day Reporting Center. Key elements:</p> <ul style="list-style-type: none"> • Clear eligibility criteria. Programs must have clear definitions as to eligibility. This information should be disseminated to all key stakeholders. • A strong treatment component. Day reporting centers typically offer substance abuse treatment, anger management, and cognitive restructuring classes. • Clear rules. Offenders should be made aware of the expectations and the possible consequences for noncompliance prior to starting the program. The offenders should also be aware of the rewards for progressing through the program as expected. Contracts at the onset of a program are essential. • Accountability. Offenders are held strictly accountable for their actions; there are immediate sanctions for prohibited behavior. • Job development/Life skills. Day reporting centers offer opportunities for offenders to obtain gainful employment and achieve a high school diploma. • Regular check-in times. Offenders are required to check into the center at regularly scheduled intervals. • Drug testing. Random or scheduled drug and alcohol testing is a key element of these programs. • Community supervision. Offenders must be held accountable while in the community. Staff members can do spot checks (in person or electronically) at places such as the home, work site, and community meetings such as AA and NA. • Daily itinerary sheets. Itineraries outline all activities for each program participant. • Electronic monitoring/curfew monitoring. This is to ensure that offenders are not out in the community late at night. Curfews reduce the potential for program violation and/or committing new offenses. • Collaboration. A successful day reporting center must work in close collaboration with key stakeholders within the criminal justice system – parole, judiciary, probation, sheriffs’ departments, and community service providers.
<p>Council of State Governments (CSG) Justice Center. “A Ten-Step Guide to Transforming Probation</p>	<p>The core mission of a probation department is to reduce probationer recidivism. Reviewing a growing body of knowledge and experience, experts point to four core practices that are essential to probation agencies’ success in achieving this mission. Based on current best practices, probation departments should:</p>

<p>Departments to Reduce Recidivism”. 2011. http://www.ojp.usdoj.gov/BJA/pdf/CSG_10Step_Guide_Probation.pdf</p>	<ol style="list-style-type: none"> 1. Effectively assess probationers’ criminogenic risk and need, as well as their strengths (also known as “protective factors”); 2. Employ smart, tailored supervision strategies; 3. Use incentives and graduated sanctions to respond promptly to probationers’ behaviors; and 4. Implement performance-driven personnel management practices that promote and reward recidivism reduction. <p>Travis County Community Justice Council The managers of Travis County probation’s transformation process are advised by an outside multidisciplinary committee. Travis County has a “community justice council” that meets monthly. Headed by the local district attorney, the council brings together key stakeholders, including criminal justice practitioners, community service providers, and citizens. By law, the council has to approve the biennial plans presented by the probation department to the state. It also provides specific guidance on the transformation project.</p> <p>Subcommittee Structure The subcommittee structure provides the transformation initiative its shape and momentum. These are the bodies that move the effort forward. They do the background work necessary to make recommendations to the executive committee. These are the subcommittees Travis County has:</p> <p>Steering Committee</p> <ul style="list-style-type: none"> • Monitors Work Plans and Timelines for Committees • Sets Priorities • Develops and administers Department-Wide and outside Communication strategies <p>Diagnosis Committee</p> <ul style="list-style-type: none"> • Design new Diagnosis Process • Design new assessment/Diagnosis forms and streamline forms • Guide Validation research • Guide Testing of new Process <p>Staff Development Committee</p> <ul style="list-style-type: none"> • review Training Competencies and gaps • make recommendations to realign Training with goals of ebP • start Training related to ebP skills <p>Supervision Committee</p> <ul style="list-style-type: none"> • Conduct inventory of Programs • Develop ebP Conditions of supervision • Design for ebP supervision strategies • Plan to match new Diagnosis strategies to conditions of supervision and supervision strategies
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Quality Control Committee

- Review available management reports and their Purposes
- Identify more relevant Process measures
- Identify more relevant outcome measures
- Recommend new reporting structure

Sanctions Committee

- Review and redesign of absconder Policies
- Design Plan for Progressive sanctions
- Design Judicial engagement strategy for Progressive sanctions

Personnel Evaluation Committee

- Review Personnel evaluation forms and Policies
- Develop Personnel evaluation indicators related to ebP and strategies to measure them
- Develop implementation and internal support strategies

The subcommittee should consider developing training to help officers

- Administer a comprehensive criminogenic risk and need assessment, analyze the findings, and translate them into a case management plan;
- Conduct motivational interviews;
- Develop strategies to address relapse; and
- Adopt evidence-based practices, such as establishing “firm but fair” relationships with their probationers that are authoritative, not authoritarian, and characterized by caring, trust, and problem solving (as opposed to relying on threats of incarceration or other negative pressures) to address compliance issues.

"The experience in Travis County demonstrates that implementing the four practices of recidivism reduction is not only possible, but that it can also yield dramatic and positive improvements for the involved agency, the community, and probationers."

Researchers saw tremendous developments in Travis County:

- Felony probation revocations declined by 20 percent.
- Felony technical revocations fell by 48 percent—the largest reduction in the five most populous counties in Texas, and nearly 10 times the statewide reduction of 5 percent.
- The decreased number of technical revocations averted \$4.8 million in state incarceration costs.
- Reductions in motions to revoke probation averted close to \$400,000 in local jail costs in one year (based on costs of \$24 per day, per person).
- The one-year re-arrest rate for probationers fell by 17 percent, compared with similar probationers before the departmental overhaul.
- Re-arrest rates for low-risk offenders declined by 77 percent.

Appendix E: Sample of Developed Day Treatment Center in Allegheny County (Pittsburgh), PA

The following is a descriptive proposal of an existing full-services Day Treatment Center, referred to as a “Day Reporting Center” despite its treatment oriented purpose. It provides prospective structure, programs, and costs for Dane County to consider regarding expansion of the recommended minimalistic Reporting Center.

The Allegheny County Adult Probation Department will establish a community-based Day Reporting Center (DRC) located in the southern portion of Allegheny County within the limits of the city of Pittsburgh. The center will be open six (6) days per week, eight (8) hours a day from 12PM to 8PM. The center will be easily accessible via public transportation. The proposed Day Reporting Center will be a multi-service center providing various levels of intervention that not only will increase the level of supervision, thus addressing community safety but also provide a multitude of offender needed services in accordance with evidence-based practices. In addition, the DRC will also address the issue of jail overcrowding. Offenders detained in the Allegheny County Jail for technical violations will be considered for release back in the community conditionally that they report and comply with all DRC mandates.

The DRC will be structured to accommodate a weekly maximum of one hundred twenty-five (125) offenders requiring a higher level of supervision as determined by a risk/needs assessment to bridge the gap between incarceration and traditional probation/parole supervision. Brad Bogue, Director of Justice System Assessment and Training (JSAT) consulted with Adult Probation to implement a screening tool known as “Proxy Scale.” The scale is based on three (3) basic offender questions:

1. Age at first arrest
2. The current number of prior arrests
3. Current age

Based on these answers, a risk value of low, medium, or high is assigned to an offender and the supervision plan is based on the risk category. The proxy was first validated in the US on the offender population of Hawaii and is now in use in at least four (4) other major jurisdictions. Making use of this simple tool enables an agency with limited resources to make a “first-cut” in its offender group, allowing the agency to administer a more time intensive case management tool on the offender group most likely to re-offend, while placing the low risk group in a banked caseload.

Offenders who score high on the proxy scale will be referred to the DRC. A Life Skills Inventory Revised (LSI-R) assessment or a similar tool will be administered by DRC staff to determine offender services needed. The center will also be utilized by the Pre Trial Services Department to provide higher levels of supervision for offenders in the community on bond awaiting trial.

Offenders will report to the DRC one (1) to six (6) times per week depending on the level of need and compliance. Individual offenders will be assigned to the center's senior monitor who will receive assistance from the three (3) community monitors. A breath test will be administered to all offenders entering the center to determine alcohol use and they will be subject to random drug screening via urinalysis.

Although the DRC will be staffed by Probation Department personnel, Allegheny County Department of Human Services (DHS), other community programs, and local law enforcement will be encouraged to partner on this project. The vision for the DRC is to become a multi-service program integrated within the community to model positive social behaviors, deter criminal activity, and encourage positive attitudes.

The DRC will enhance public safety by providing a higher level of supervision while instituting multiple services to assist in the rehabilitation of the offender thus improving the chances that he/she will become a productive, law abiding citizen. Research demonstrates that combining frequent intensive supervision with comprehensive treatment can significantly reduce recidivism.

The following services will be available at the Allegheny County Day Reporting Center:

- Overall risk assessment to determine the appropriate level supervision
- Cognitive/Criminogenic Behavior Program (offenders will take part in group and individual sessions focusing on self change, barriers, drug and alcohol, high risk situations, social pressures and support systems)
- Drug and alcohol assessment and referral services (alcoholics anonymous (A/A) and narcotics anonymous (N/A) meetings as well as relapse prevention groups will be held on site)
- Mental health evaluations and referral services will be held on site
- Domestic violence and anger management services (Probation Services currently has specialized caseloads specifically dealing with domestic violence. Groups will be facilitated by counselors and probation officers with specialized training)
- Adult education/GED prep services (A teacher certified in adult education will be part of the full time staff at the DRC)
- Employment skills and career counseling (The DRC will partner with the Department of Human Services and PA Career Links to provide training and guidance to unemployed or under employed offenders. A special emphasis will be made with offenders who owe victim restitution and/or child support.)
- Computer services (A bank of computers will be made available to offenders to assist w/resume writing, job searches, school projects, as well as other related functions)
- Victim awareness services (The DRC will partner with community groups such as the Center for Victims of Violence and Crime (CVVC))
- Mothers Against Drunk Driving (MADD) to provide services such as victim impact groups
- Parenting and life skills (The DRC will partner with Family and Child serving organizations to provide services to offenders who are active in the juvenile and family courts in Allegheny County)
- Volunteer services (The DRC will partner with local churches and non-profit organizations to provide volunteer services)

The Allegheny County Criminal Justice Advisory Board anticipates that the creation of the Day Reporting Center will have an impact on the Allegheny County Jail (ACJ) population. Offenders currently lodged in the ACJ for technical violations and non-violent charges will be considered for release back to the community. These offenders will be re-assigned to the DRC to ensure future compliance and a higher level of supervision. There will be a particular emphasis to release offenders who owe restitution and/or child support. The DRC will also supervise offenders from field centers who are considered non-compliant with court ordered conditions as a sanction. Without the DRC, many of these offenders would end up being lodged in the ACJ for Probation violations. DRC staff will provide a higher level of supervision while assessing the sanctioned offenders' needs to provide relevant services if warranted, thus avoiding the offender being lodged in jail.

All of the above-mentioned services focus on the implementation of offender accountability and rehabilitation.

The eventual goal of the Allegheny County Probation Department is to have several operating Day Reporting Centers in locations throughout Allegheny County to enhance public safety by providing a higher level of supervision in a structured environment while instituting services that will enable rehabilitation, reduce recidivism, and produce productive, law abiding, tax paying citizens of Allegheny County.

Performance Measure Requirements

The basic evaluation will be measuring the Day Reporting Center's immediate outcomes.

At the conclusion of each offender's participation at the DRC, intermediate outcome data will be collected and analyzed. The primary unit of measurement will be:

- Number of successful discharges
- Number of unsuccessful discharges via new arrests and program violations.

Other specific factors that will be included in the outcomes:

- (+) drug/alcohol test results (via urine screens and breath testing)
- attendance
- number of offenders who successfully complete cognitive behavior program, D/A therapy, anger management/domestic violence counseling, GED preparation and job skills classes, victim awareness curriculum, and participation in volunteer services.

Offenders will also be given a pre and post services survey to further assist in the evaluation process.

Budget Narrative

1. Response:

The Allegheny County Day Reporting Center (DRC) will be owned and operated by the Allegheny County Adult Probation Department. All employees will be hired and managed by the Court. The cost for operating the DRC will encompass all budget categories and is estimated to be \$493,850.

STAFFING – the DRC will be staffed as follows

	Salary	Benefits	Total
One (1) Day Reporting Coordinator	\$54,000	\$16,200	\$70,200
Three (3) Community Service Monitors	\$100,500	\$30,150	\$130,650
One (1) Senior C.S. Monitor	\$34,500	\$10,350	\$44,850
One (1) Certified Teacher	\$49,000	\$14,700	\$63,700
One (1) Clerk / Secretary	\$31,000	\$9,300	\$40,300
TOTAL:	\$269,000	\$80,700	\$349,700

The DRC will be open eight (8) hours a day, six (6) days a week. Staffing patterns will vary based on scheduled activities.

CONSULTANTS

The Adult Probation Department will contract with an established community-based drug and alcohol treatment provider to conduct D/A evaluations and make appropriate referrals for treatment. The consultant will also facilitate relapse prevention groups and coordinate on-site Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) meetings. It is estimated that \$20,000 will be needed to engage a provider.

TRAVEL

Mileage for staff making official trips using personal vehicles will be reimbursed at the prevailing IRS rate. Port Authority bus tickets will be purchased for indigent offenders needing transportation to and from the DRC. It is estimated that \$6,000 will be needed for travel.

EQUIPMENT

Start up equipment will be one time only expenses totaling \$38,150. The following is a comprehensive list of equipment: Three (3) desks \$1,050. Six (6) office chairs \$1,200. Six (6) file cabinets \$1,200. Forty (40) chairs \$4,000. Three (3) tables \$900. Ten (10) computers/Two (2) printers \$20,000. One (1) copy machine \$1,800. One (1) fax machine \$1,000. Seven (7) telephones w/service and installation. Five (5) cell phones w/service \$7,000 (land line and cell phones).

Total: \$38,150

SUPPLIES AND OPERATING EXPENSES

Approximately 5,000 square feet is needed for the DRC. The center will be divided into offices, counseling/therapy rooms, a classroom, and a large common area. A committee is considering several buildings located in the southern portion of Pittsburgh to rent. Also, the committee is engaged with local officials to ensure compliance with zoning ordinances, as well as meeting with various community groups. It is estimated that supplies and operating expenses will be \$80,000. The following is a break down of supplies and operating expenses:

Rent (5,000 square feet @ \$11 per sq. ft.) \$55,000. Office supplies \$8,000.
Miscellaneous supplies/recreation \$17,000. TOTAL \$80,000.

GRAND TOTAL (salary, benefits, consultant, travel, equipment, supplies, and operating expenses)

\$493,850.

Appendix G: Interviews and Contacts

Carousel Andrea Bayrd, District 8 Supervisor, Dane County Government

Brian Bresina, System Coordinator, Dane County Sheriff's Office

Bill Clausius, District 19 Supervisor, Dane County Government

Todd Campbell, AODA Manager, Department of Human Services

Carlo Esqueda, Clerk of Circuit Court

William Foust, Chief Judge, Dane County Courts

Francis Genter, Adult Diversion Services, Department of Human Services

Lynn Green, Director, Department of Human Services

Melanie Hampton, District 14 Supervisor, Dane County Government

Dianne Hesselbein, District 9 Supervisor, Dane County Government

Jeff Hook, Chief Deputy, Dane County Sheriff's Office

Sandy Jaeger, Assistant Chief, Madison Police Department

Sandy Koepp, IT Liaison, Dane County Information Management Department

David Mahoney, Sheriff, Sheriff's Department

Michelle Marchek, District Attorney's Office

John Markson, Presiding Judge, Dane County Drug Treatment Court

Scott McDonell, District 1 Supervisor, Dane County Government

Jack Martz, District 33 Supervisor, Dane County Government

Anne Newman, IT Liaison, Dane County Courts

Sarah O'Brien, Deputy Chief Judge, Dane County Courts

Dennis O'Loughlin, District 22 Supervisor, Dane County Government

Ismael Ozanne, District Attorney

Joseph Parisi, Dane County Executive

Karin Thurlow Peterson, Policy Analyst, Dane County Board of Supervisors

Gail Richardson, District Court Administrator, Dane County Courts

Tim Saterfield, Legislative Services Director, Dane County Board of Supervisors

Art Thurmer, State Probation and Parole

Dorothea Watson, State Public Defender's Office

David Wiganowsky, District 21 Supervisor, Dane County Government

Noble L. Wray, Chief of Police, Madison Police Department

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