

Racine County Jail and Alternative Diversion Programs:  
Review and Recommendations

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## **INTRODUCTION AND OVERVIEW**

The National Association of Counties (NACO) Justice and Public Safety Platform for 2005 - 2006 calls for “Counties to develop a criminal justice planning and evaluation capacity” that is closely tied “to the county budgeting process in order to assist county officials in making a rational allocation of scarce resources”. The platform recommends that elected county policy makers develop a criminal justice planning and evaluation capability that will be able to “do research, manage feasibility studies, recommend alternative options to policy makers who make budget decisions and provide technical assistance” when necessary. According to the NACO platform, such capacity will help county officials deal with “unique planning and coordination requirements” that result from “increasing costs, rising standards imposed by courts and state legislatures and the inherent autonomy of criminal justice agencies”.

The NACO platform suggests the Counties take a multi-dimensional approach in terms of incarceration and treatment. It goes on to encourage Counties and criminal justice officials to:

1. Divert individuals from the criminal justice systems where it is determined that other resources would be more effective.
2. Promote the use of citation release for misdemeanor cases when appropriate.
3. Establish criteria to permit prompt intake, assessment, referral and release services.
4. Establish alternatives to the money bail system.
5. Establish mediation and arbitration programs for minor disputes rather than criminal prosecution or civil litigation.
6. Establish and support the use of Drug Courts.
7. Support State/County partnerships for Community Corrections that provide a range of community alternatives to incarceration for less serious felony and misdemeanant populations.

8. Develop a systematic plan for implementing a range of alternatives to incarceration such as work release, halfway houses, drug and alcohol programs, vocational training, educational programs, and restitution.
9. Provide non-jail alternatives for the mentally and developmentally disabled.
10. Provide equity of treatment and alternatives for women.
11. Develop AODA treatment programs for offenders incarcerated in county jails.
12. Review and consider the development of Restorative Community Justice Philosophy.

Racine County has developed, or is in the process of developing, initiatives that are consistent with these recommendations. The Racine County Sheriff's Department began a variety of jail alternative and diversion programs dating back to 1994 when they started administering the Alternatives to Incarceration (ATI) program. These programs include:

- Alcohol and Other Drug Abuse (AODA) program began in 1998.
- Funding for the Intensive Supervision Program became available in 2000.
- Day Reporting, a transitional program for inmates, was implemented in 2001.
- The Jail Literacy program, designed to increase an inmate's chance of finding and maintaining gainful employment upon return to the community. This program has been in operations for several years.
- Day Reporting was expanded to include the Community Based Monitoring with Employment, Education, and Treatment (COMET) program in 2005.
- The Jail also runs an Inmate Worker Program, which allows participants to earn jail credit for the time, spent working.
- There is a Jail Chaplaincy Program that provides religious services, life skills counseling, and mentoring and self help meetings.
- A mental health and suicide screening process has been put in place to help identify inmates with mental health problems. In 2005 14% of the inmates screened indicated they had mental health treatment in the past, 3.6% said they had been hospitalized for mental health problems, 1.3%

said they felt suicidal at the time of screening and 5.9% said that they had previously attempted suicide.

These Racine County Jail Programs were developed and implemented with leadership from the Sheriff who was in office at the time, and support from both the County Executive and the County Board. The primary intent of the various programs is to save jail bed days by providing alternatives and/or to divert offenders from the jail while still holding them accountable for their actions and maintaining public safety. The 2005 Racine County Sheriff's Department Annual Report on Jail Alternative and Diversion Programs indicates that the AODA Program, Day Reporting, and employment programs have saved a total 113,446 jail bed days from 1999 through 2005.

<b>PROGRAM 1999- 2005</b>	<b>JAIL BED DAYS</b>
AODA	51,550
Day Reporting	30,743
Employment	31,153
<b>TOTAL</b>	<b>113,446</b>

Racine County has continued to implement programs and services that enhance the operation of the criminal justice system and have a positive impact on the jail census.

These enhancements include:

- A Risk Assessment study, initiated in 2005, to assist Court Commissioners and Judges make objective and more consistent decisions regarding pre trial detention and/or release.
- A Drug Court planning process, which started in 2005. The Court accepted the first case in early 2006.
- Funding for treatment options for the drug court will be pursued in 2006.
- A sub-committee of the Criminal Justice Coordinating Committee is exploring the possibility of developing a Community Work Service Program for use by the Municipal Court Judges in the County.

Racine County has an active Criminal Justice Coordinating Committee, (RCCJCC) chaired by the Chief Judge. The committee membership consists, mostly, of representatives of the major Criminal Justice organizations, the County Board and the County Executive's Office. The committee meets on a regular basis to address issues identified by members or their organizations. The RCCJCC held a "Criminal Justice Issues" meeting in December 2005 where judges, law enforcement agencies, the district attorney, the public defender, treatment professionals, jail administrators, corrections officials and others met to identify issues and ideas to help make the system "work better for all involved". Jail Alternatives and Diversion Programs were a major part of the discussion.

The Racine County jail population has grown in recent years. This growth is related to many different factors and mirrors what is happening in many other Wisconsin counties. According to the Wisconsin Office of Justice Assistance (OJA) reports on Adult Jail Populations (2002, 2004),

- The Wisconsin jail average daily population increased 100% between 1991 and 2002.
- The total number of jail admissions increased 62% between 1991 and 2001 and another 4% between 2002 and 2003.
- The incarceration of seventeen year olds in county jails accounted for 5% of the admissions in 2002 and 2003.
- In 2001, 2002 and 2003 half of the admissions involved individuals before trial or court disposition.
- The number of female inmates increased 142% between 1991 and 2002 and another 1% from 2001 to 2003.
- The proportion of admissions by race remained relatively constant between 2001 and 2003. In 2003 the share of white admissions increased one per cent to 66% and the share of black admission decreased by one percent to 29%. The share for all other races remained at 4% for the period 2001 though 2003.
- Statewide the average length of stay or confinement increased from 15.4 days in 1991 to 19 days in 2001.

The OJA reports and information from the Sheriff's Department show the Racine County jail has seen a decrease in the average length of adult confinement during the past four years. The OJA reports show an average length of confinement of 26 days in 2001, 25 days in 2002, and 26 days in 2003. The Racine County Sheriff's Department reported an average length of stay of 21.13 days in 2005.

The State of Wisconsin Department of Corrections (DOC) originally approved the current configuration of the Racine County Jail for a population of 354 inmates. The current DOC approved capacity is 650 based on the "double bunking" of most of the cells. The June 2005 Potter Lawson "Schematic Design Report" for the Racine County Law Enforcement Center states that the average daily population has been increasing by 11 inmates per year. That report also shows that the ADP exceeded 650 on a fairly consistent basis in 2004. According to Racine County Sheriff's Department, the average daily population in 2005 was 670.67, with total admissions of 10,829 for the year. There were 8505 males and 2324 females admitted. Persons admitted between the ages of 14 and 34 accounted for 6893 of the total admissions with 3805 of that number under the age of 25. Self-reported military veteran status at the time of booking included 532 males and 17 females. Fourteen percent (14%) of the 2005 admissions reported that they were currently experiencing mental health problems or that they experienced them in the past.

<b>2005 Admissions by Race</b>	
Asian	35
Black	5,161
Hispanic	1,185
Indian	30
White	4,418
<b>Total Admissions</b>	<b>10,829</b>

## **2005 RACINE COUNTY JAIL DIVERSION AND ALTERNATIVE PROGRAMS**

### **Racine County Day Reporting Center**

The Day Reporting Center (DRC) is an intensive program for offenders that are sentenced to the Racine County Jail. The DRC is staffed from 7:30 am until 4:00 pm Monday through Friday and weekend hours, when necessary, by a DRC agent. A Racine County Sheriff's Deputy covers the second shift hours. DRC programming is designed to help inmates transition from jail to a community setting. Each day an inmate spends in the program equates to one jail bed saved by Racine County.

Inmates approved for the program are assessed for community safety and risk. An Individual Strategies Plan (ISP) is developed for participants based on their personal needs. The plan includes required activities, reporting schedules, dates and times for each activity, and the fees that the participant must pay. Approved activities include: community service work, counseling, job search, employment, medical and social service appointments, and other ISP required activities. After the ISP is developed, the inmate is transferred from the jail to Home Detention. On occasion, the DRC is used for inmates who have serious medical conditions who can be better and more economically served in a home setting rather than jail. The Sheriff's Department's "2005 Annual Report on Jail Alternative and Diversion Programs", reports that 15 inmates with serious medical conditions were monitored by the DRC program in 2005, resulting in a savings of \$220,225 in medical costs to the jail.

Zimmerman Consulting Inc. held the contract for the operation of the Day Reporting Center in 2005. They coordinated with the Jail Compliance Deputy to make sure program participants met the requirements of their ISP. Electronic monitoring, alcohol/drug testing, random telephone calls, and visits to work, school or home were used to insure compliance. The DRC has strict rules relative to the use of alcohol or illegal substances, travel to an ISP activity, and home detention during designated hours. ZCI staff maintained regular contact with employers, family members, service providers and school staff to monitor compliance. Violations of program requirements resulted in sanctions such as: additional community service hours, participation in additional group

activities, or return to jail. Individuals that violated the law while in the DRC program were returned to jail.

In August of 2005, a new program component initiated by the Racine County Sheriff was implemented by ZCI and the State Department of Corrections. Community Based Monitoring with Employment, Education, and Treatment (COMET) served 14 probationers through the end of 2005. Of the total number of cases closed, three (30%) were closed as compliant and seven (70%) were closed as non-compliant. Four cases remained open as of the end of the year.

In 2005, the regular Day Reporting Center program enrolled 143 participants. The program closed 131 cases during the year with 85 % (111) compliant and 15% (20) non-compliant. The 85% compliant completion rate compares favorably to other DRC programs as reported by Amy Craddock in a report to the National Institute of Justice, “An Exploratory Analysis of Client Outcomes, Costs, and Benefits of Day Reporting Centers”. This report reviewed DRC programs operating in county correctional systems in 2000. The report referenced six Massachusetts DRC programs that averaged a 79% completion rate and 15 programs in North Carolina that had a 43% completion rate. The report indicates that, at the time, the national average DRC completion rate was 50%.

### **Racine County Day Reporting Center**

#### **Terminations by Race for Compliance and Non-Compliance**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Black	67	51%	56	50%	11	55%
Hispanic	17	13%	15	14%	2	10%
White	46	35%	39	35%	7	35%
Other	1	1%	1	1%	0	0%
Total	131	100%	111	100%	20	100%

**Racine County Day Reporting Center**  
**Terminations by Gender for Compliance and Non-Compliance**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Male	90	69%	77	69%	13	65%
Female	41	31%	34	31%	7	35%
Total	131	100%	111	100%	20	100%

The 2005 contract budget for the Day Reporting Center totaled \$85,856.54. Racine County provided \$70,000.00, with the balance of \$15,856.54 coming from program participant payments.

**Racine County Jail Literacy Project**

The Racine County Jail Literacy Project is a broad spectrum education program that is designed to help inmates of the jail, who do not have a high school diploma, increase their chance of finding and maintaining gainful employment upon their return to the community. According to data collected by the Racine County Sheriff's Department, approximately 46% of the jail inmates do not have a high school diploma. The State of Wisconsin Department of Corrections reports that 47% sentenced prisoners in the state do not have a high school diploma or GED.

Education, literacy and employment opportunities have been shown to have a positive impact on offender recidivism rates and the successful completion of jail alternative and diversion programs. Montgomery County, Maryland has identified education, employment, and workforce development as key factors that need to be addressed in their successful offender re-entry program. They are expanding their traditional jail-based adult education program to include a One Stop Workforce Development Center located within the county jail. They expect this partnership to expand literacy, educational and employment opportunities for all inmates being released to the community.

The "Treatment Instead of Prison" publication released by Justice Strategies in January 2006 gives examples of programs in New York City and the State of Indiana that recognize the importance of literacy and education while incarcerated. Indiana has developed a program that gives prisoners incentives to pursue literacy, GED and other

education programs while incarcerated. They estimate that the program will result in improved outcomes for inmates and will save the state significant dollars in terms of reduced prison time and recidivism. According to *Alternatives to Incarceration: An Evidence Based Research Review* (Nov. 2004), “academic failure” was identified as a known risk factor that should be targeted in offender treatment programs.

Participation in the Racine County jail project is voluntary and consists of small group classes or individual instruction inside the jail. The classes are held several times a week and are conducted by Gateway Technical College staff who teach reading and math and are certified to complete the in-jail testing. Classes are run on an open entry and open exit basis. Zimmerman Consulting Inc (ZCI) oversees the programming. ZCI staff meets with the instructors and evaluates the program on a regular basis. The Racine County Jail provides the space and staff to supervise the inmates. Gateway Technical College staff provides a program orientation, pre- and post-testing, classroom instruction and GED testing. The Racine County Jail Chaplaincy Program provides volunteer tutors and helps pay some of the GED testing expense, and the Office of Justice Assistance provides some funding for instruction.

The Racine County 2005 Jail Literacy Program had a goal to enroll 100 inmates during the year. There were actually 109 inmates enrolled in the program in 2005. Eighty-six inmates completed the program, nine were unable to finish for various reasons, and fourteen were still active at the end of the year. The objectives and performance measures for 2005 were:

- A) To increase the reading or math levels of participants who did not have a high school diploma or GED by one full grade level. Eighty-six inmates actually completed their program in 2005, with 86% (74) of them improving their reading or math level by one full grade.
- B) To increase the reading or math level of participants who have a high school diploma or GED, but test at the eighth grade level or less on a standardized reading or math test. Eight (7%) of the 109 enrollees had their high school diploma or GED, but tested at or below the eighth grade level. Seven (88%) of the eight increased their reading or math level by one full grade.

- C) To assist and monitor willing inmates job search for one month after release from the Racine County Jail. According to the 2005 Jail Literacy Grant progress report submitted to the Wisconsin Office of Justice Assistance by the Sheriff's Department, 7 of the released program participants returned to work with their previous employer, 18 found employment, 4 increased their work hours from part time to full time, 30 were actively engaged in an job search, and 36 were unknown.

### **2005 Racine County Jail Literacy Project**

#### **Enrollment by Gender**

	#	%
Male	78	72%
Female	31	28%
Total	109	100%

### **2005 Racine County Jail Literacy Project**

#### **Enrollment by Race**

	#	%
African American	57	52%
Hispanic/Other	14	13%
White	38	35%
Total	109	100%

The 2005 budget for the Literacy Project totaled \$33,330. The Office of Justice Assistance provided a grant of \$30,000, and Gateway Technical College provided the required local match of \$3,330. The OJA grant funding terminated at the end of December 2005.

### **Racine County Criminal Justice Alcohol and Drug Abuse Program**

The Racine County Criminal Justice Alcohol and Other Drug Abuse (AODA) program consists of two components. The in-jail component provides treatment for a minimum of twenty days; participants can remain longer depending on individual need and progress. In 2005 the length of stay in this component averaged 30 days. Successful

participants are released to the aftercare component, which consists of nine months of continued treatment and supervision in the community. Those who successfully complete the entire program are given credit for time served. Non-compliant participants are returned to jail to complete the remaining time on their sentence.

ZCI was contracted to administer the 2005 AODA program. They operated both program components. The in-jail program ran from 7:00am until 11:00pm, and operated seven days a week for the entire year. ZCI staff performed the following duties under the terms of the contract:

- 1) Provided food service functions to the AODA program participants
- 2) Supervised and monitored inmates behavior
- 3) Insure that all jail rules were enforced with the AODA program participants
- 4) Supervised and monitored the dispensing of all medications to program participants
- 5) Kept all records required by the Jail
- 6) Provided laundry exchanges
- 7) Handled mail and commissary duties
- 8) Performed housekeeping duties in the area occupied by the program
- 9) Prepared reports requested by funding agencies and/or the sheriff

The AODA program operated on an open entry and open exit basis. Referrals to the program came either from an interested inmate or from a probation agent. The Racine County Sheriff's Department reviewed all referrals and retained authority over who was approved and/or rejected for participation. Approved referrals were forwarded to ZCI staff for an AODA assessment to determine appropriateness from a clinical perspective.

Eligibility for the in-jail component of the program consisted of the following criteria:

- 1) Must be a Racine County resident or willing and able to live in Racine during the nine month aftercare component
- 2) Must have committed a crime in Racine County
- 3) Not waiting to go to prison
- 4) Must not be a security risk
- 5) Must agree to forgo Huber privileges while in the in-jail component
- 6) Must not be exhibiting symptoms of substance withdrawal

- 7) Must normally be a sentenced offender
- 8) Must have appropriate jail time remaining
- 9) Must not be a charged drug dealer
- 10) Must not be charged with a violent crime against a person
- 11) Must be willing to accept all conditions of the AODA program

Inmates accepted into the program were required to follow all program policies and procedures. Program violations resulted in the return to the regular jail population. Program participants were charged a \$100 entrance fee that had to be paid either before they entered the program or after they completed and obtained employment.

All inmates in the jail component were assigned an AODA counselor and participated in both individual and group counseling sessions. All of the sessions the inmate attended focused on information giving, self-awareness of substance use, and support for treatment, problem solving, cognitive restructuring, and socialization. Participants who successfully completed all program requirements were referred back to the appropriate court or to their probation agent with a request for a stay of sentence or release from jail so that they could participate in the after care program.

The aftercare program began the day the inmate was released from jail and lasted nine months. ZCI aftercare staff explained all the terms and conditions of the program to each participant and monitored and documented their progress. Program violations were reported to either the Sheriff's Department or the individual's probation agent for appropriate action. All aftercare participants were required to attend at least one AODA group a week and to meet and cooperate with their ZCI case manager and AODA counselor. They were also connected with local self-help groups like Alcoholics Anonymous and Narcotics Anonymous. Random drug testing was required throughout the entire nine months and weekly breathalyzer tests were required. Transition to community living was facilitated by participation in activities that taught daily living skills, problem solving, interpersonal skills/relationships, communication skills, and community resources.

In 2005, there were 208 new inmates enrolled in the jail component; 17 carried over from 2004 for a total of 225 participants. A total of 127 participants were closed from the

aftercare program. Eighty-three of these cases were closed as being compliant and forty-four were closed as non-compliant.

### **Racine County AODA Program**

#### **Terminations by Gender for Compliance and Non-Compliance**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Male	101	80%	68	82%	33	75%
Female	26	20%	15	18%	11	25%
Total	127	100%	83	100%	44	100%

### **Racine County AODA Program**

#### **Terminations by Race for Compliance and Non-Compliance**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Black	62	49%	40	48%	22	50%
Hispanic	15	12%	11	13%	4	9%
White	49	38%	31	37%	18	41%
Other	1	1%	1	1%	0	0%
Total	127	100%	83	100%	44	100%

Recidivism of participants who completed the Racine County Criminal Justice AODA program has been studied two times in the past five years. The Wisconsin Office of Justice Assistance (OJA) created a "Project Overview" for the period June 1998 through April 2000, and the Racine County Sheriff's Department did a "Recidivism Report" for the period June 1998 through December 2004. The OJA reported that 293 participants were terminated from the program during the period studied. One hundred ninety two were terminated upon successful completion of both program components and one hundred one failed to complete the program. *Seventy-four percent of those who successfully completed both the in jail and aftercare components of the program did not return to jail for a new crime within two years.* Eighty-nine percent of the 101

individuals who failed to successfully complete the program returned to jail within two years.

The Racine County Sheriff's Department Report (March 15, 2005) identified 880 potential program graduates for the period June 1998 through December 2004. Sixty-five percent, or 574, of the people successfully completed both the in-jail and aftercare components of the program. *Seventy percent of these individuals did not return to the Racine County jail within one year of completing the program.*

The Racine County AODA program results look favorable when compared to similar programs in other jurisdictions. Marin County California has a similar "Intensive Day Treatment program for In Jail Substance Abusers" where they report a 56% re-arrest rate within one year following treatment. The Office of National Drug Control Policy found, in a 2001 study, that a 50% reduction in recidivism could be achieved by providing treatment while incarcerated in conjunction with post-incarceration supervision. Dane County, Wisconsin also has a similar Intensive AODA program. They report a 54% completion rate since program inception in 2003 and a 76.2% completion rate for 2005.

The 2005 budget for both components of the Racine County Criminal Justice AODA Program totaled \$305,000. It was funded by a variety of different grants and user fees. The Sheriff's Department's 2005 AODA Program Annual Report shows a savings of 7308 bed days in 2005.

### **Racine County Alternatives to Incarceration**

The Racine County Alternatives to Incarceration Program (ATI) provides pre-trial supervision services to adult offenders. Under bond conditions stipulated by court officials, defendants are released back to the community rather than remaining in custody or are allowed to remain in the community rather than being taken into custody during the adjudication process. The ATI program staff monitors bond conditions in an effort to promote public safety, increase the level of personal responsibility by the defendant and increase attendance for court appearances. In 2005, the ATI program was required to monitor up to 2000 defendants, including carryovers from the previous year. The actual number that received supervision services in 2005 was 2021. The number of active participants on any given day ranged from 570 to 670 defendants.

All defendants are required to maintain contact with the ATI program staff during the adjudication process. This includes regular office visits, telephone contacts, scheduled and random drug tests, and collateral contacts. They are also required to provide ATI staff with current information on residence, telephone number, employment, and treatment appointments. The level of contact depends on the degree of monitoring activity ordered by the court. Defendants are generally referred to ATI for the following types of monitoring and supervision.

#### **Alcohol and/or Drug Testing**

Defendants sign an agreement to abstain from alcohol or drug consumption and agree to submit to random testing for these substances. Certified staff members complete alcohol testing with the use of a breathalyzer. Drug testing is completed through urinalysis. Urine specimens are either tested on site or processed for testing at an independent local laboratory. Defendants are not charged for the alcohol breath testing, but are required to reimburse ZCI for drug testing costs, which range from \$5.00 to \$48.00 per completed test. The Court may waive the cost. Positive test results are immediately reported to the Court. Over half of the defendants ordered to ATI face drug or alcohol related charges. In 2005 66.5% of the defendants were monitored for illegal substances. 2,365 drug screens were completed in 2005.

#### **Electronic Monitoring**

Defendants who are ordered to remain under house arrest or home detention are placed on an electronic monitor. The monitor determines whether the defendant is at the place of residence. Any activity outside of the residence such as employment, appointments, and school attendance is verified through a collateral contact. Defendants may only leave the residence for reasons established by the Court. The defendant pays \$7.00 per day for equipment rental, which may be waived by the court. All confirmed curfew violations are reported to the Court.

#### **Secure Continuous Remote Alcohol Monitoring**

Secure Continuous Remote Alcohol Monitoring (SCRAM) is an intensive program for the detection of alcohol consumption. It is an electronic device worn on the ankle by the defendant that tests for the presence of ethanol released through the skin after alcohol

consumption. The defendant is responsible for paying for this service at a cost of \$12.00 per day. Positive alerts are reported to the Court.

Court officials impose additional monitoring requirements, such as job search activities, employment, and attendance at Alternatives to Aggression, Shoplifter Deprogramming or other local programming. ZCI staff performs the required monitoring. Regular communication to the courts, District Attorney, Public Defender and other court officials regarding the defendant's activities is maintained through the use of written reports, telephone contacts and in-person conferences.

The ATI program has seen significant growth during the past ten years. ZCI reports show that in 1994, 435 cases were closed during the year, with 397 being compliant and 35 non-compliant. In 2005, 2021 ATI cases were enrolled and monitored, with 1468 of them being closed during the year. Seventy-five percent (75%), or 1094, of those cases were closed as being compliant with program requirements and court orders. Twenty-five percent of the closed cases were non-compliant for reasons such as: loss of contact, arrested for a new offense, bail jumping, or not completing activities required by their bond. The Racine County successful completion rate is comparable to the Rock County, Wisconsin jail diversion program and the Operation de Novo program in Minneapolis. The Minneapolis program reports a 78% successful completion rate. The Rock County program has an 80% success rate.

#### **Racine County ATI Terminations for Compliance and Non-Compliance by Gender**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Male	1197	82%	882	81%	315	84%
Female	271	18%	212	19%	59	16%
Total	1468	100%	1094	100%	374	100%

### **Racine County ATI Terminations for Compliance and Non-Compliance by Race**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Black	450	31%	307	28%	143	38%
Hispanic/Other	182	12%	140	13%	42	11%
White	836	57%	647	59%	189	51%
Total	1468	100%	1094	100%	374	100%

The 2005 Alternatives to Incarceration budget totaled \$364,576.54 in revenues and expenses. Racine County provided \$313,000 of the revenue and \$51,576.54 came from participant fee collections for electronic monitoring and drug testing. \$40,011.46 of participant fees was uncollectible due to non-payment from participants and Court Waivers.

### **Racine County Pre-Trial Intensive Supervision Program**

Racine County is one of eleven counties in the State of Wisconsin that receives funding from the Department of Transportation (DOT) to operate an Intensive Supervision Program (ISP) directed towards pre-trial repeat offenders charged with Operating a motor vehicle While Intoxicated (OWI). The primary goal of the Racine program is to connect repeat OWI offenders with assessment and treatment after arrest and prior to conviction. Offenders are monitored and allowed to live in the community as long as they comply with their court-ordered bond conditions. All defendants charged with two or more OWI offenses are ordered by the court to participate in the ISP. Each participant pays \$150 in program fees. They are also required to attend all court hearings and appointments, cooperate with their intervention plan, attend self-help group meetings, abstain from the use of alcohol and illegal drugs and submit to breathalyzer or urine tests when requested.

Racine County contracted with ZCI to administer the ISP program in 2005. ZCI staff work with the participants to develop individual service plans, monitor program compliance, and supervise the participants in the community. They refer offenders to Racine Psychological Services for AODA assessments and development of a Driver Safety Plan. They monitor treatment progress and perform weekly alcohol tests and drug

screens and track attendance at other activities required by the Driver Safety Plan or the court. All program violations are reported to the court for appropriate action.

The ISP works closely with the Alternatives to Incarceration Program relative to AODA issues and needs. ZCI coordinates program activities with various components of the criminal justice system, collects data as required by the State of Wisconsin, and provides the DOT with an annual report.

The 2005 Pre-Trial Intensive Supervision Program had the following objectives as a condition of receipt of funding from Wisconsin DOT:

- 1) To provide services to a minimum of 490 and a maximum of 510 court-ordered OWI defendants.
- 2) To provide case management and intensive supervision for all enrollees during the program year.
- 3) To have 75% of all court-ordered enrollees comply with program requirements
- 4) To reduce recidivism of repeat offenders by 50%

The Racine County ISP met all of the Wisconsin DOT required objectives in 2005. There were 509 court-ordered participants enrolled in 2005. The total included 338 new enrollments and 175 carryovers from 2004. All 509 program participants were case managed and received intensive supervision services. There were 334 cases adjudicated and closed during the year. The Wisconsin DOT program compliance requirement was met, with 78% of the closed cases being compliant with ISP requirements.

The Wisconsin DOT 2005 Annual Report on the Pre-Trial Intoxicated Driver Intervention Grant Program reports that Racine County had an 80.4% successful completion rate for the period October 2004 through September 2005. Wisconsin DOT also studied the rearrest (recidivism) patterns in seven of the ISP counties during various time periods from 1998 through 2002 with the intent of determining how many participants who completed the program had been rearrested and convicted for subsequent OWI violations as of December 2005. Racine County had the lowest percentage of recidivism (23%) among the seven largest ISP counties for the time period studied.

**2005 Racine County Intensive Supervision Program – ISP  
Program Enrollments/Outcomes**

Enrollments	Terminations	Compliant		Non-Compliant	
		#	%	#	%
509	334	260	78%	74	22%

**2005 Racine County Intensive Supervision Program – ISP  
Terminations by Gender**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Male	294	88%	229	88%	65	88%
Female	40	12%	31	12%	9	12%
Total	334	100%	260	100%	74	100%

**2005 Racine County Intensive Supervision Program – ISP  
Terminations by Race**

	2005 Terminations		Compliant		Non-Compliant	
	#	%	#	%	#	%
Black	22	7%	16	6%	6	8%
Hispanic/Other	48	14%	38	15%	10	14%
White	264	79%	206	79%	58	78%
Total	334	100%	260	100%	74	100%

In 2005, Racine County received \$121,250 from the Wisconsin Department of Transportation for the ISP and provided an equal amount of local match through programs and services from the Alternatives to Incarceration Program.

**Programs in Other Counties and Communities**

**National Data**

The United States Department of Justice (2002) estimates that 16% of jail inmates in the country have a mental illness and that 70% of inmates are in jail for nonviolent

offenses. A study by the Columbia University Center on Addiction and Substance Abuse (2004) states that 77% of local jail inmates used illegal drugs regularly or were incarcerated for a crime committed while under the influence of drugs or alcohol. The Wisconsin Department of Corrections reports that 60% of all prison population growth in the state over the past ten years is a result of OWI and drug offenses and that 83% of state prisoners need AODA treatment. The American Society of Criminology estimates that one third of black males in the country will experience state prison in their lifetime. The US Department of Justice reports that the number of women incarcerated between 1980 and 1999 increased by 576%.

The research literature is full of statistics like these. AODA treatment, mental health issues, the incarceration of minorities and women, and the diversion of low risk nonviolent offenders have received a considerable amount of attention in Racine County during the last couple of years. Community advocates, mental health and AODA professionals, judges and court officers, the Sheriff and other law enforcement officials, the Racine County Criminal Justice Taskforce, the County Executive, County Board and other elected officials have all expressed concern about the number of inmates in the county jail and have debated options to help control the need for additional jail beds.

Racine County has a variety of programs in place aimed at “saving jail bed days” and continues to develop new options. The Sheriff has initiated positive efforts to screen jail admissions for mental health problems and has expanded mental health and medical services in the jail. The Racine County Criminal Justice Coordinating Committee has supported the development of a “Pre-Trial Risk Assessment Instrument”. The County Executive committed to fund the Jail Literacy Program for at least the first half of 2006. The Sheriff is seeking funding from the Department of Corrections for the remainder of the year. A Drug Court has been started in recent months and the groundwork has been laid to apply for a Treatment Alternatives and Diversion Grant from the State of Wisconsin to provide treatment options to the court.

Other communities in Wisconsin and throughout the United States are facing many of the same criminal justice system issues as Racine County and have developed programs to help them address local needs.

The National Association of Counties, the US Department of Justice, and similar organizations have identified some of the more notable programs. They include the Fairfax County Virginia Jail Offender Aid and Restoration Program, The La Crosse County Wisconsin Jail Diversion Program, the San Mateo County California Bridges Program, the Milwaukee County Restorative Justice Programs, the Douglas County Nebraska Mental Health Court, and the Suffolk County Community Re-Entry for Women (CREW) program. Some of these programs are similar to those in operation in Racine County. They are being summarized to help validate what is already being done by Racine County and to demonstrate the value of long range planning and the importance of collaboration with a variety of community partners and resources. They point out that effective jail diversion and alternative programs can be implemented with a strong commitment from county and community leaders and without jeopardizing public safety or offender accountability.

#### **Fairfax County, Virginia**

Fairfax County has an aggressive jail discharge planning process for persons with mental illness. The county funds an Offender Aid and Restoration (OAR) program. The discharge planning process begins in the early stages of incarceration and connects jail inmates with treatment providers and related services prior to their release from jail. The program works to maintain a positive relationship between the inmate and his/her family during incarceration in an effort to help build a post-release support network which helps prevent future contacts with the criminal justice system.

The OAR program assigns the same professional staff person to work with the inmate from booking through discharge. Group therapy is provided for the inmates and their families and close friends. A psychiatrist works with the inmates while in jail and participates in weekly meetings with program staff. The OAR program provides emergency funds for family food, clothing and other necessities while the inmate is in jail and arranges for a variety of community services and mental health counseling for both the family and inmate upon release to the community. Life skills training is provided and volunteer mentors are provided to work with the inmate while in jail and to act as post-release “guides” to make sure needed services are provided and to help the individual

find suitable employment. Applications for Medicaid, and other entitlement programs the inmate and family may be eligible for, are included in the discharge planning process.

### **La Crosse County, Wisconsin**

La Crosse County has a Justice Sanctions Division that is administered by the Department of Human Services. They have programs that include: electronic monitoring, day reporting, victim impact panels, and other jail alternatives. They have recently implemented a successful Drug Court and the La Crosse County Judges are considering the possibility of a Mental Health Court. The county has a Criminal Justice Management Council that helps them address issues relative to the use of their jail, alternative sentencing programs, and criminal justice policy. The committee membership consists of representatives from: law enforcement, the judicial system (judges, district attorney, public defender, and county corporation counsel), mental health advocates, AODA and mental health clinicians, La Crosse County Human Service Department program administrators, elected county officials and consumers. This Council helped La Crosse County develop a criminal justice philosophy and a long-range work plan for criminal justice policy and programs (Klekamp, 2002-2004).

La Crosse County has begun using a comprehensive mental health assessment process for new jail inmates and has hired a social worker to help identify and assist jail inmates who have been identified as having mental health problems. They have developed a Mobile Crisis Team, which utilizes trained professionals to respond to mental health crises 24/7 in attempt to divert arrest or hospitalization. La Crosse County consulted with the National Alliance for the Mentally Ill (NAMI) to offer intensive training to law enforcement agencies and other professionals. They have also linked their Human Service Department Justice Sanctions programs with the data system used by the jail, the courts and State Probation and Parole. The Criminal Justice Management Council is working on a comprehensive continuum of service model that will link criminal justice and human service interventions and planning to apply for a Substance Abuse and Mental Health Services Administration (SAMHSA) grant for community-based mental health treatment and services. The County has also decided to close its Jail Huber Center and use the cost savings for jail diversion programs and a continuum of community services that can be used as alternatives to incarceration.

### **San Mateo County, California**

San Mateo County has developed the Bridges Day Treatment Program that provides intensive alcohol and drug treatment, educational/vocational training, and cognitive learning in an effort to end the cycle of substance abuse and crime by providing alternatives to incarceration. The program was developed through a countywide collaborative effort led by a local judge. The program serves nonviolent offenders with offenses related to alcohol and drug dependency. The program goals are to: 1) provide treatment to eligible offenders with addiction related criminal histories; 2) reduce crime and lower recidivism among target populations; and 3) save money and resources by reducing jail overcrowding.

The defendants are identified during special pre-trial hearings and must meet the following criteria to be considered for the program:

- Drug possession
- Petty theft with priors
- Driving with suspended license
- Probation violation
- Non-violent drug related offenses
- Drunk Driving

Violent offenders, gang members, second or third strike cases, defendants with psychiatric disorders or defendants arrested for possession for sale are not eligible for the program. Those accepted into the program must also agree to attend scheduled court hearings, waive jail credit while in the program, comply with curfew restrictions, abide by all rules of the program, abstain from drugs and alcohol use and submit to search and seizure without warrant or probable cause.

The program has two distinct components: Phase 1 and Phase 2. Phase 1 is a full-time day treatment from 8:00 am through 5:00 pm Monday through Friday. The offender must remain home during non-program time. Participants attend group and individual counseling sessions and are tested frequently for drug and alcohol use. They receive education and vocational training, including GED preparation and computer skill development. They also attend classes in basic life skills such as money management, anger control, and relapse prevention. In order to progress into Phase 2, the offender

must complete three months of continuous enrollment and demonstrate positive program participation. They must have 100% clean drug and alcohol tests and adhere to all of the terms and conditions of the program. They also must prepare a “goal plan” for Phase 2 and re-entry to the community.

Phase 2 requires continued drug/alcohol treatment and testing, academic or vocational instruction, or actual employment. Participants must report to their judge on a monthly basis and participate in data collection for program evaluation. They also must volunteer at the program and serve as a mentor to newer program participants after six months.

The program reports the following benefits to the San Mateo criminal justice system and the community: lower recidivism, less jail overcrowding, lower rates of incarceration, less victimization. The program participants and their families benefit from the AODA treatment, educational/vocational training and reestablished family relationships.

### **Douglas County, Nebraska**

Douglas County has developed a unique two-pronged approach to serving mentally ill citizens who come in contact with their criminal justice system. This is an attempt to reduce arrests, shorten the length of stay in the county jail, and provide better outcomes for mentally ill persons. The Douglas County Jail had always provided good care to incarcerated mentally ill inmates, but did not have a discharge planning process that connected mentally ill inmates with the community and follow-up services when released. They combined a post-booking mental health diversion program with training for law enforcement officers on pre-arrest mental health diversions.

The pre-arrest mental health diversion plan trained sheriff’s deputies and City of Omaha police officers, utilizing the Memphis Model of mental health intervention. When completed the training provided for a Crisis Intervention Team available on all shifts to respond to incidents involving mentally ill persons. Team members are trained to recognize symptoms of mental illness and to deescalate situations and offer community based alternatives before an arrest is necessary. The law enforcement teams work with mental health professionals in the community to identify and provide needed services as

soon as possible after the initial contact is made, with the intent of diverting mentally ill persons from jail when possible.

The post-booking mental health program is based on a strong collaboration and information sharing arrangement between the jail, the county mental health authority, the judicial system and the county information systems department. They designed software that allows the jail to share its overnight arrest list with county mental health staff on a daily basis. Mental health staff then compares the list with their client caseload. This allows for a better continuity of mental health services to the arrestee and involves mental health professionals in the discharge planning process as of the date of arrest. This process helped to establish a new Post Arrest Diversion Program (PADP) planned for implementation in April 2006. The PADP calls for mental health screenings to be done on all persons booked. Each inmate identified as having mental health issues will be referred for a more in-depth assessment to determine appropriateness for diversion from the normal criminal justice system. Depending on the assessment, a referral will be made to the court. Participation in PADP is voluntary. Each candidate and his/her attorney will be provided a description of the program and an explanation of the therapeutic services and participation requirements. The Court has the final decision regarding participation and can continue the case while the individual is actively participating in the program.

Each PADP participant will be assigned a case manager by the county mental health authority to insure they receive all the necessary support services. The case manager will assist in obtaining appropriate mental and physical health services, substance abuse treatment, housing, food, clothing, training and employment. They will also help with application for state or federal assistance programs. The intensive case management will continue for the duration of the court ordered participation.

#### **Suffolk County, Massachusetts**

The Suffolk County Sheriff's Department began a Community Re-Entry for Women (CREW) program almost two years ago. The program serves eligible female offenders with sentences of at least three months. The program prepares women for transition to the community through the delivery of life skills instruction, job readiness training, education, job placement, money management, coping skills, decision making, and health

care services. The CREW program is based on a partnership with the Suffolk County Sheriff's Department, a community health center, and a multi-service social service agency and receives funding from the US Department of Education.

CREW begins with an eight-week life skills class that meets on a daily basis in the jail while the women are still incarcerated. They are introduced to case managers who meet with them regularly both during their incarceration and up to two years after re-entry to the community. The case managers and participants address personal needs, anger management, healthy relationships, parenting, housing, employment, and health care and treatment issues. This is a relatively new gender-specific program that has not yet been evaluated, nor has it released information regarding its success rates.

### **Restorative Justice Programs**

Restorative Justice Programs have been started in many Wisconsin counties during the past several years. These programs use somewhat of a non-traditional approach to the issues of crime and punishment which is based on the following principles:

1. crime is an offense against people that creates an obligation to make things right
2. victims and communities should help decide how to repair the harm caused by crime
3. perpetrators/offenders have a personal responsibility to victims and communities for the crimes they commit
4. communities are responsible for the well-being of victims and offenders
5. results should not only be measured by the severity of the punishment

Restorative Justice Programs do not require victims to participate in the programs. The decision to participate is based on their personal desires and is strictly voluntary. Normally, the programs deal only with nonviolent offenses and offenders that have admitted guilt. The offender's participation does not have to be voluntary and can take place before or after a sentence has been imposed. Restorative Justice Programs promote the concepts of offender accountability and victim (public) safety.

Victim Offender Conferences and Victim Impact Panels are the two most common types of programs operating in Wisconsin. A trained facilitator usually leads the conferences. He or she meets with the victim and offender to discuss the harm that the

crime has caused. Community representatives participate in several of the county programs. The conference participants decide how the offender should repair the harm caused by the crime. Their decision may involve community service, monetary restitution or some other action required of the offender. Victim Impact Panels require offenders to hear a panel presentation by victims and perpetrators of similar crimes with the intent of helping the offenders become aware of and understand the effects of their crimes.

Milwaukee County has had two Restorative Justice Programs that began operating in 2002 in conjunction with the district attorney's office and has developed plans for two more programs implemented in 2004. The Milwaukee County Community Conferencing program was set up to have first-time nonviolent offenders, victims and community members discuss crimes and decide how offenders should make amends. The second program, Neighborhood Initiative, has community members meet to discuss public safety issues. Both of these programs received one time startup funding from the State of Wisconsin OJA. Milwaukee County reported a significantly lower recidivism rate for Community Conferencing participants as opposed to those in a control group who did not participate in the program.

The Milwaukee Community Accountability Circles program, initiated in March 2004, handles nonviolent 17 year old drug offenders who could be charged with marijuana-related offenses. It involves community members as opposed to actual victims and allows the offender to avoid felony charges if they comply with program requirements. The second program, implemented in 2004, was based on the receipt of a Safe and Sound Grant to fund a part-time Program Manager. The grant allowed them to extend the Community Conferencing Program to the Milwaukee County Children's Court Center with plans to handle sixty cases during the first year of operation.

Restorative Justice Programs for both adults and juveniles have proved to be successful in several other Wisconsin counties. Most of them are funded through a combination of county funds, private funds and grants. Some also have user fees. Racine County has a successful Community Panel Program, for the first time nonviolent juvenile offender, which has been operational for several years. Kenosha County is considering starting a Restorative Justice Initiative. Barron, Monroe and Dane counties operate Victim Impact Programs. Community Conferencing Programs exist in Barron, Crawford,

Dane, Douglas, Jefferson, La Crosse, Marathon, Marinette and Monroe counties. Winnebago, Jefferson, Brown and Barron Counties operate teen court programs based on the Restorative Justice principles.

An evaluation of Restorative Justice Programs in Milwaukee and Outagamie counties by the State of Wisconsin Legislative Audit Bureau found that the programs “achieved modest success through 2003”. The Milwaukee County District Attorney, E. Michael McCann, responded to the Audit Bureau evaluation of the Milwaukee programs with support for Restorative Justice Concepts. He stated , “Our experiences in Milwaukee have led us to believe that Restorative Justice practices do, in fact, provide a better way of handling certain types of offenses”. “When exposed to valid Restorative Justice practices, Wisconsin residents- victims, offenders and community members- have found them to be keenly helpful and fulfilling.”

### **RECOMMENDATIONS**

Racine County has a variety of good jail alternative and diversion programs in place. They were developed and implemented over the years with the intent of controlling the growth of the jail population and resulting need for additional jail beds. The primary focus in recent years has been to “save jail bed days”. The current programs have good completion or compliance rate when compared to similar programs in other communities. Racine County has been aggressive in developing programs for offenders/inmates and open to new programs such as the recently implemented Drug Court and the Pre-Trial Risk Assessment.

The Racine County Sheriff’s Department jail staff is supportive of the programs and does an excellent job of working and coordinating with the primary contracted program administrator, Zimmerman Consulting Inc. ZCI has consistently met or exceeded all of the Racine County contract requirements and has good credentials relative to the operation of county jail programs. ZCI has served in a consulting capacity to several other Wisconsin counties and has presented information on jail alternative and diversion programs at conferences and workshops.

The Racine County Board decision to renovate and add more beds to the jail offers a unique opportunity to refocus alternative and diversion program efforts to address the

recommendations found in the NACO Justice and Public Safety Platform (2005-2006). The renovated facility will have more space available for programming that targets jail diversion, reduced length of stays and a lower rate of recidivism. The Racine County Sheriff, Robert Carlson, has advocated for both facility and community-based alternatives and diversion programs to help control jail crowding. He states, “We can not build our way out of this situation. Even with the recently approved jail renovation project, Racine County will have a continued need for effective jail alternative and diversion programs that will provide treatment, rehabilitative opportunities and other needed services while maintaining public safety and offender accountability”.

The National Institute of Corrections (NIC), which has studied jail crowding extensively, echoes Sheriff Carlson’s position. According to the NIC (January 2002), jail crowding on the local level cannot be permanently resolved by just building additional capacity, without addressing the underlying conditions that lead to the crowding in the first place.

NIC suggests that local jurisdictions need to strengthen their planning, analysis and coordinating capabilities. NIC has found that jail crowding is a system wide condition that requires an intergovernmental and interagency response. They recommend the use of Local Criminal Justice Collaborating Councils to develop: a better understanding of crime and criminal justice system problems; clearer objectives and priorities; more effective resource allocation; more cooperation between agencies and units of government; new and effective programming that can not be achieved by a single agency or organization. These are key elements of a long-range strategic planning process that focuses on the criminal justice system as a whole as opposed to just the jail or a particular agency or organization. The Wisconsin Supreme Court web site currently lists a series of articles about Alternatives to Incarceration one of which references the NIC recommendations regarding the need for planning and collaboration. The article states, “Establishing a local criminal justice collaborating council should be the first step for all Wisconsin county leaders to coordinate efforts to improve the entire justice system”. The following is a short list of recommendations that could have a positive impact on Racine county efforts to address jail crowding, reduce the length of stay in jail and reduce rates of recidivism.

**Recommendation # 1**

Maintain funding for the current jail alternative and diversion programs. These programs are receiving results as good as or better than similar programs operating in other communities in Wisconsin and other states. They are helping with jail crowding and provide viable options for the courts, the sheriff and eligible offenders.

Specific program activities, measurable outcomes, and data requirements should be developed for each program. The rate of recidivism should be measured for each program annually. This information should be reviewed and monitored by the county on an ongoing basis and used in relation to program planning and budget decisions. Some of the existing programs are facing financial difficulty due to funding cuts and or workload increases. The jail literacy and the AODA program will see reductions from non-county funding sources in 2006 and 2007. The caseload in the Alternative to Incarceration program has increased in recent years to the point that it may be impacting participant success rates. Outcome measures relative to program activities can help with decisions regarding financial resource allocation and/or help demonstrate the benefit of additional funding. There could be advantages to including all Racine County Jail Alternative and Diversion programs (including work programs, jail chaplaincy, etc) in one budget and contracting process.

**Recommendation # 2**

Racine County should submit an application for a State of Wisconsin Treatment and Diversion (TAD) grant to provide AODA treatment options for the Drug Court. The application kit for these funds will be available in early June 2006. Funding for successful applications will be available beginning January 2007. The Drug Court is off to a good start, but is limited by the lack of treatment options for participants. TAD funding can help fill the gap. The grant requirements should be reviewed carefully. There are some specific conditions relative to program design and continued funding.

**Recommendation # 3**

Racine County should review and analyze jail demographic and utilization data annually. The Sheriff's Department has the capacity to provide a significant variety of information regarding the jail population. Information of this nature is critical to program planning and resource allocation. Not everyone in the jail is appropriate for alternative or

diversion programming. Some are awaiting trial for a violent offense, are being held for another jurisdiction, are on a probation hold, and/or are on their way to a state prison. A good analysis of this data can help set priorities for alternatives and diversion programming for lower risk non-violent offenders. This data can also help identify subpopulations that have unique needs and those that could benefit the most from programs and treatment. These groups include, women, minority males, veterans, young people between the ages of 17 and 25, those identified as having mental health or AODA issues, and the chronically unemployed.

#### **Recommendation # 4**

Racine County should review research reports and literature regarding new and innovative approaches to jail crowding and local criminal justice system programming on a continuing basis. Particular attention should be paid to pre-trial diversion programs, those that reduce the length of stay, and programs that address the rate of recidivism. Programs that keep low risk, nonviolent offenders out of jail, get them out faster and, help them not to return in the future have the biggest payoff in terms of saving jail bed days and alleviating jail crowding.

Programs that provide in-jail AODA treatment and extensive community-based aftercare services, Restorative Justice Initiatives, mental health screening and diversion, pre-trial diversion for targeted low risk, nonviolent offender populations (women, youthful offenders, and etc), pre-discharge planning (housing, employment, medications and etc) have the most potential for addressing the underlying causes of jail crowding. Racine County should explore collaborative partnerships with the University of Wisconsin-Parkside and the University of Wisconsin Extension system to identify and evaluate potential for new and innovative programs.

#### **Recommendation # 5**

Racine County Criminal Justice Coordinating Committee should continue to follow up on the ideas identified at their December 2, 2005 Criminal Justices Issues meeting. These include: A community service option for nonpayment of fines, jail diversion programs for the mentally ill, identification and coordination of community services available to persons being released from jail, pre-conviction AODA services, a review of

the length of stay in the jail to make sure persons are being moved through the system as quickly as possible, and pre-trial services that provide flexible options for meeting bail requirements and improved attendance at court appearances.

The RCCJCC should consider holding System Issues meetings of this nature on an annual basis and extend participation to a more diverse list of attendees with the goal of developing a strategic plan that addresses criminal justice issues, needs and the allocation of available resources.

**Recommendation # 6**

Racine County should address the lack of community-based AODA treatment options for offenders. A high percentage of inmates in the jail have been identified as having AODA needs. The lack of treatment options in the community impacts on both jail crowding and recidivism. A countywide summit of AODA professionals, program funders, and key elected officials to review current programs and to make recommendations regarding system changes and funding options would be a good start. They could help identify system efficiencies, possible sources of new funding, and recommended changes that would allow more treatment options for offenders in the Racine County Criminal Justice system.

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