

RACINE COUNTY SHERIFF'S DEPARTMENT

Jail Alternative and Diversion Programs 2006 Annual Report

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Submitted by Zimmerman Consulting, Inc. (ZCI)

**ALTERNATIVES TO INCARCERATION
2006 ANNUAL REPORT**

Alternatives to Incarceration (ATI) is a pre-trial alternative to jail for adult defendants, who can be supervised or detained in a non-jail environment. Court Commissioners and/or Circuit Court Judges determine who will participate; they order defendants directly into the program and specify the activities to be monitored through the conditions listed in their bonds.

Table 1: Program Enrollments/Outcomes, 1994-2006

	Number Enrolled	Closed	Closed Compliant		Closed Non-Compliant*	
1994	650	432	397	92%	35	8%
1995	732	501	451	90%	50	10%
1996	846	554	489	88%	65	12%
1997	1005	695	633	91%	62	9%
1998	992	737	661	90%	77	10%
1999	1147	872	782	90%	90	10%
2000	1219	932	829	89%	103	11%
2001	1325	1007	854	85%	153	15%
2002	1532**	1118	908	81%	210	19%
2003	1784***	1248	923	75%	325	25%
2004	1981****	1392	1089	78%	303	22%
2005	2021****	1468	1094	75%	374	25%
2006	2108****	1505	1292	86%	213	14%

* Non-Compliant criteria include - loss of contact, rearrested for a new offense while in program, charged with bail jumping while in program, and not completing assigned activities required in bond conditions.

** Approximately 430 participants were active on any given day.

*** Approximately 530 participants were active on any given day.

**** Approximately 600 participants active on any given day.

PROGRAM HIGHLIGHTS

- There were 2108 enrollments in 2006. From 1994 through 2006, the Court System more than tripled its usage of ATI (an increase of 1458 participants), thus showing their confidence in the program.
- Monitored 60% (or 1272) of the participants/defendants for illegal substances and collected 2754 UA screens for drug testing.
- Collected 98% of UA screens on-site. Of the 2754 UAs collected at ZCI, 1474 UAs were also sent to All Saints. Of the tests sent to All Saints, 70% were for new enrollments and 30% were for confirmation testing after testing positive at ZCI. Of the 2754 UAs collected, 1280 were not sent to the lab, thus saving \$44,800.00.
- Continued expertise in analyzing alcohol tests: On-Site certified Breath Alcohol Instructor, on-site certified Breath Alcohol Technicians, and consultation with All Saints Lab.
- Operated program smoothly and without security mishaps to place community at-risk, which then did not place the program, Sheriff's Department, Judiciary, or ZCI under public scrutiny.

BUDGET

Racine County provided \$313,000.00 to operate ATI for 2006.

**AODA PROGRAM
2006 ANNUAL REPORT**

The Alcohol and Other Drug Abuse (AODA) Program, unique to Racine County, consists of two distinct components. The In-Jail Component, averaging 30 days of intensive treatment, is located in a separate section of the Racine County Jail. The program holds up to 22 inmates, male and female. After successful completion, program participants are released through a court ordered stay of sentence, a condition of probation or through the lifting of a probation hold to the nine-month After-Care Component located outside the Racine County Jail.

Since its inception in June of 1998, there have been 1239 unduplicated inmates enrolled. The successful completion rate of the After-Care Component has ranged between 64% and 67% during its nine years of operation.

Table 1: Program Enrollments/Outcomes, 1998-2006

	Active in AODA Program	Closed from After-Care Component	Closed Compliant After-Care Component	Closed NonCompliant from After-Care Component*	# Jail Bed Days Saved
1998	81	0	0 0%	0 0%	0
1999	209	151	101 67%	50 33%	6940
2000	222	166	106 64%	60 36%	7850
2001	234	139	89 64%	50 36%	7140
2002	220	137	91 66%	46 34%	7348
2003	223	148	95 64%	53 36%	7444
2004	211	139	92 66%	47 34%	7520
2005	208	127	83 65%	44 35%	7308
2006	207	132	85 64%	47 36%	7650

* This includes a zero-tolerance policy for alcohol and illegal substances, especially for court ordered participants.

PROGRAM HIGHLIGHTS

- Continued the successful completion rate at 64% and saved 7,650 jail bed days during 2006 because of these completers. The Program has saved 59,200 jail bed days since 1999.
- Completed participants continue to return on a regular basis to continue their support of the system and to help those who are starting the After-Care Component.
- Gave presentations featuring the Racine County Sheriff's Department AODA program for 2 conferences in the State of Wisconsin
- Operated program smoothly and without any security mishaps to place the community at-risk, which in turn did not place the program, Sheriff's Department, Judiciary, or ZCI under public scrutiny.

BUDGET

The 2006 annual cost for both components of the AODA Program was \$305,000.00. The AODA Program was funded through state and local funds.

**DAY REPORTING CENTER
2006 ANNUAL REPORT**

The Day Reporting Center (DRC), which began in May of 2001, is a structured program for sentenced offenders, and allows inmates who meet the eligibility criteria to be placed into Home Detention. The DRC is designed to transition inmates from the jail setting to the community. Allowable activities include, but are not limited to: job search, employment, medical and social service appointments, counseling, and community work service. The Community Compliance Deputy conducts regular home visits and returns noncompliant participants to the Racine County Jail. Since all eligible participants must be jail inmates, each day an inmate serves in the DRC equals one jail bed day saved.

Table 1: Program Enrollment/Outcomes, 2001 - 2006

	Enrollment	Closed	Closed Compliant		Closed NonCompliant		# Jail Bed Days Saved	Medical Expenses Saved
2001	51	41	29	71%	12*	29%	2002	--
2002	137	123	100	81%	23**	19%	5022	--
2003	122	106	89	84%	17***	16%	7790	\$170,892.00
2004	146	132	111	84%	21****	16%	7517	\$152,719.00
2005	DRC 143	131	111	85%	20*****	15%	7715	\$220,225.00
	CoMet 14	10	3	30%	7	70%		
2006	DRC 202	185	168	91%	17*****	9%	8172	\$227,750.00
	CoMet 33	27	16	59%	11	41%		

* Of 12 noncompliant participants, 9 tested positive for alcohol/illegal drugs and 3 escaped.
 ** Of 23 noncompliant participants, 12 tested positive for alcohol/illegal drugs, 7 escaped, and 4 were non-compliant .
 *** Of 17 noncompliant participants, 12 tested positive for alcohol/illegal drugs, 2 escaped, and 3 were non-compliant.
 ****Of 21 noncompliant participants, 14 tested positive for alcohol/illegal drugs, 1 escaped, and 4 were non-compliant.
 *****Of 20 noncompliant participants, 14 tested positive for alcohol/illegal drugs, 1 escaped, and 5 were non-compliant.
 *****Of 17 noncompliant participants, 8 tested positive for alcohol/illegal drugs, 0 escaped, and 9 were non-compliant.

PROGRAM HIGHLIGHTS

- Obtained the highest completion rate of 91% (closed-compliant), which translated to saving 8172 jail bed days in 2006 with an average of 23 inmates active per day.
- Continued Sheriff Carlson's alternatives to revocation initiative with Department of Corrections, CoMET. During 2006, 33 offenders on probation were active in the program and participated 1583 days. DOC paid the Sheriff's Department \$2,137.05 for CoMET services.
- Supervised 27 inmates in Day Reporting with serious medical issues, saving the Racine County Jail more than \$227,750.00 in medical expenses.
- Placed 118 of 187 (63%) on electronic monitoring with breathalyzer capabilities during 2006.
- Operated program smoothly and without any security mishaps to place community at-risk, which in turn did not place the Sheriff's Department, Judiciary, or ZCI under public scrutiny.

BUDGET

For 2006, the Racine County budget for the DRC was \$70,000.00.

**EMPLOYMENT PROGRAMS
2006 ANNUAL REPORT**

CHILDREN FIRST EMPLOYMENT PROGRAM

The purpose of the Children First (CF) Program, a State of Wisconsin initiative, is to assist and monitor individuals who have child support arrears to obtain and maintain employment so they have the ability to support their children and pay their financial responsibilities. The jail component, unique to Racine County, was added in August of 1999. This component is an enhancement of services through the Racine County Workforce Development Center and assists inmates who serving commitments for failure to pay child support/arrears.

Table 1: CF Employment Program Enrollment/Outcomes, 1999 - 2006

	Enrollment	Closed	Closed Compliant		Closed NonCompliant		# Jail Bed Days Saved
1999	72	60	43	72%	17	28%	4846
2000	118	111	78	71%	33	29%	7175
2001	100	100	72	72%	28	28%	4194
2002	30	30	20	67%	10	33%	1134
2003	40	32	28	88%	4	12%	See Table 2
2004	61	28	24	86%	4	14%	See Table 2
2005	140	113	106	94%	7	6%	See Table 2
2006	92	60	55	92%	5	8%	See Table 2

EMPLOYMENT SERVICES PROGRAM

The program was added in July of 2003 and allows inmates in the Racine County Jail to access employment support. Inmates granted Huber Law Privileges may request help to obtain employment so that they may be transferred to the Huber dorm or to the Day Reporting Center.

Table 2. Employment Service Program Enrollments, 2003-2006

	# Provided Services	Active	Closed	Employed	# Jail Bed Days Saved
2003	36	8	28	26	2526
2004	145	33	112	69	5410
2005	286*	49	237	77	5868
2006	309**	32	277	70	6809

* includes CF enrollments (32 carryovers from 2004 and 108 new enrollments totaling 140) from Table 1

**includes CF enrollments (20 carryovers from 2005 and 72 new enrollments totaling 92) from Table 1

PROGRAM HIGHLIGHTS

- Conducted Workforce Development Center Orientation workshops to 809 inmates.
- The jail component provides staff with tools in the jail to assist with job search skills, job retention skills, and finding employment. **Provided services to 309 inmates.**
- During 2006, inmates obtained 70 jobs averaging \$7.94 per hour.
- During 2006, Children First Program participants paid \$41,408.91 for child support.

BUDGET

The Racine County Workforce Development Center provided \$54,000.00 for this program.

**INTENSIVE SUPERVISION PROGRAM
2006 ANNUAL REPORT**

The Intensive Supervision Program (ISP), which began in August of 2000, is designed to supervise pre-trial defendants with multiple operating while intoxicated (OWI) offenses. Courts (through its commissioners) order all OWI defendants with two or more OWIs into the program as part of their bond conditions regardless of their residency. Defendants participate in the program from the time of the initial hearing through adjudication.

Table 1: Program Enrollment/Outcomes, 2001 - 2006

	Enrollments	Closed	Closed Compliant	Closed NonCompliant	Breathalyzers Completed
2001	379	269	241 90%	28 10%	3322*
2002	434	300	253 84%	47 16%	3512*
2003	457	315	244 77%	71 23%	4639
2004	485	314	260 83%	54 17%	5470
2005	509	334	260 78%	74 22%	6315
2006	528	337	283 84%	54 16%	7163

* This number includes on-site alcohol breath tests, but it does not include ones completed off-site.

PROGRAM HIGHLIGHTS

- Provided services to 528 defendants during 2006. The average number of participants active on any given day was 170 in 2006 compared to 117 active on any given day in 2005.
- Completed 7,163 breathalyzers for 528 participants, which means that there was an average of 13.6 breathalyzers per program participant.
- Continued working relationships with programs in other counties to provide reciprocal services for participants who are residents of other counties, continued working partnership with Aurora Health Care Center in Burlington.
- Operated program smoothly and without any security mishaps to place community at-risk, which in turn did not place the program, Sheriff's Department, or ZCI under public scrutiny.
- Ranked the lowest in recidivism rate among the 7 largest counties that have ISP programs as noted in the "Wisconsin's Pretrial Intoxicated Driver Intervention Grant Program: Annual Report, December 2005" (most recent report on this report date). According to DOT records, 23% of individuals sentenced to an OWI were re-arrested after the program in Racine County compared to 29% in Milwaukee County, 33% in Waukesha County, 36% in Kenosha County, and 57% in Marathon County.

BUDGET

For 2006, the Department of Transportation funded \$109,125.00 for ISP at 50% and Racine County matched the remaining 50% with \$109,125.00 from ATI.

**TREATMENT COURT
2006 ANNUAL REPORT**

Racine County implemented an Alcohol and Drug Treatment Court pilot program for up to 10 participants in 2006. The pilot program targeted Racine County defendants with pending 4th Operating while Intoxicated (OWI) charges. Eligible defendants pled guilty to the charges and volunteered to participate in Treatment Court.

Treatment Court participants received comprehensive AODA and mental health assessments followed by individualized, holistic treatment plans overseen by intensive case management. Participants moved through a three-phase graduated program guided by frequent court appearances utilizing a series of incentives and sanctions. Participants spend between 12 and 24 months in the program.

The Racine County Criminal Justice Coordinating Committee provides oversight for the Treatment Court; however, a smaller Treatment Court Team provides the implementation supervision and conducts regular staffings as well as attend Treatment Court Hearings. The Treatment Court Supervisory Committee includes the Chief Circuit Court Judge, District Attorney's Office, Public Defender's Office, District Court Administrator, Sheriff's Department, Department of Corrections, Human Services Department, County Board Supervisor, Focus on the Community, University of Wisconsin-Parkside, Racine Psychological Services, and Zimmerman Consulting, Inc.

Table 1: Program Enrollment/Outcomes for 2006

	Assessments	Enrolled	Active	Closed	# Jail Bed Days Saved
2006	10	8	10	0	Will be applicable in 2007

PROGRAM HIGHLIGHTS

- Implemented Pilot Program and enrolled 8 participants during 2006 with all 8 participants still active on 31 December 2006.
- Chief Judge Ptacek presented information about the Treatment Court to numerous civic groups in Racine County.
- Submitted a TAD Grant Application to Office of Justice Assistance.
- Once a program evaluation is complete in 2007, the Pilot Program will become an ongoing program with funding for a part time Coordinator.

BUDGET

For 2006, DOC provided supervision for Treatment Court participants, Racine Psychological Services conducted 10 AODA/mental health assessments, and the Sheriff's Department made some house visits which included alcohol testing. ZCI provided treatment for 1 participant. Racine County allocated \$5,000.00 for Treatment Court expenses.

**JAIL LITERACY PROJECT
2006 ANNUAL REPORT**

The Jail Literacy Project, which began in January of 2002, is designed to provide academic training to inmates who do not have high school diplomas. The Racine County Jail initiated this project and partnered with community organizations to implement it. Gateway Technical College provides certified instructors to inmates individually or in classes and to conduct the GED testing. The Racine County Jail Chaplaincy provides some funds for GED/HSED testing. Zimmerman Consulting, Inc. coordinates and evaluates the project.

Table 1: Enrollment Enrollment/Outcomes, January – December, 2006

	# Began Enrollment Process	# Enrolled	# Unable To Complete	# Completed	# Active	# GED Tests Taken	# GED Tests Passed
2002	120	94	5	71	18	124	119 96%
2003	132	108	7	86	14	176	164 93%
2004	134	108	9	84	15	211	190 90%
2005	133	109	9	86	14	188	167 89%
2006	111	95	6	77	12	161	148 92%

PROGRAM HIGHLIGHTS

- Seventy-six (76) inmates took 161 GED/HSED tests, with an average of 2.1 tests taken per inmate. Of the 161 tests taken, 148 (92%) tests were passed and 13 (8%) tests were failed.
 - Of 46 Reading tests taken, 44 passed and 2 failed
 - Of 31 Social Studies tests taken, 30 passed and 3 failed
 - Of 33 Science tests taken, 30 passed and 3 failed
 - Of 12 Writing tests taken, 12 passed and 0 failed
 - Of 25 Math tests taken, 20 passed and 5 failed
 - Of 7 Civics tests taken, 5 passed and 2 failed
 - Of 7 Health tests taken, 7 passed and 0 failed
- **Fourteen (14) inmates obtained GED/HSED's in 2006.**
- Of the 95 enrollments, 76 participated in GED preparation and 19 participated in academic improvement since they were assessed as pre-readers through pre-GED levels.

BUDGET

For 2006, funds came from 3 sources for a total of \$44,532.00: Racine County-\$10,000.00, Department of Corrections-\$12,000.00, and Gateway Technical College for \$11,532.00.

RACINE COUNTY SHERIFF'S DEPARTMENT

JAIL ALTERNATIVE AND DIVERSION PROGRAM DATA
January 1 – December 31, 2006

PROGRAMS	CARRY OVERS + ENROLLMENTS	ACTIVE	CLOSED	CLOSED COMPLIANT	CLOSED NOT COMPLIANT	# JAIL BED DAYS SAVED	MEDICAL FUNDS SAVED
ALTERNATIVES TO INCARCERATION	2108	603	1505	1292 86%	213 14%	NA	
INTENSIVE SUPERVISION PROGRAM	528	191	337	283 84%	54 16%	NA	
ALCOHOL AND OTHER DRUG PROGRAM (AODA)	207	75	132	85 64%	47 36%	7650	
EMPLOYMENT PROGRAM*	309	32	277	252 91%	25 9%	6809	
DAY REPORTING CENTER CoMET	202 33	17 6	185 27	168 91% 16 59%	17 9% 11 41%	8172	\$227,750.00
TREATMENT COURT	8	8	0	0	0	Will be in '07	
TOTAL	3395**	932	2463	2096 85%	367 15%	22,631	

* Inmates obtained 70 jobs with an average hourly wage of \$7.99. Between January and December of 2006, Children First inmates paid over \$41,408.91 in child support as recorded in KIDS.

** Some individuals participated in more than one program. The total represents the specific programs and the number of people who participated in them.

RACINE COUNTY JAIL LITERACY PROGRAM
January 1 – December 31, 2006

# ENROLLED	# IN PRE-GED PREPARATION (PRE-READERS-7 TH GRADE LEVEL)	# IN GED / HSED PREPARATION	# GED TESTS TAKEN	PERCENT GED TESTS PASSED	# RECEIVED GED/HSED
111	19	76	161	92%	14

RACINE COUNTY SHERIFF'S DEPARTMENT

JAIL BED DAYS SAVED BY PROGRAM

	1999	2000	2001	2002	2003	2004	2005	2006	TOTAL
AODA Program (Began June 1998)	6,940	7,850	7,140	7,348	7,444	7,520	7,308	7,650	59,200
Day Reporting Center (Began May 2001) CoMET (Began August 2005)	NA	NA	2,002	5,022	7,790	7,517	7,715	8172	38218
Employment Programs Children First (Began Aug 1999) Employment Services (Began Aug 2003)	4,846	7,175	4,194	1,134	2,526	5,410	5,868	6809	37962
TOTAL	11,786	15,025	13,336	13,504	17,760	20,447	20,891	22,631	135,380

ADP SAVINGS FROM ALTERNATIVES TO INCARCERATION

The table below presents the data on our existing alternatives to incarceration, in terms of reduced Average Daily Population (ADP). Most of these programs are administered by Zimmerman Consulting, Inc. (ZCI). This table shows, for each ZCI program, the estimated and actual ADP reductions in 2006. The data show that, using Carter Goble's methodology, in 2006, the ZCI programs reduced our average daily population by 276.1.

We also have two other early release programs in which ZCI is less directly involved: Community Service Program and Inmate Worker Program. We believe that these two programs reduce our ADP by another 13 or so.

Finally, during part of 2006, we employed a risk assessment instrument that was intended to help court officers make more informed pre-trial release/detention decisions by providing objective data concerning the individual's likelihood of reoffending or failing to appear for trial. We believe that use of this instrument has also provided some ADP savings, but we are uncertain, at this point, how to quantify them.

Jail Alternative or Diversion Program	Agencies	Cost (2006)	ADP Reduction 2006
EXISTING PROGRAMS			
Alternatives to Incarceration (ATI)*	RCJ/ZCI/Court	\$383,000	180.0*
Alcohol & Other Drug Abuse (AODA)	RCJ/ZCI	\$305,000	21.0
Children First Program & Employment Services Program	RCJ/ZCI/WDC	\$ 54,000 (WDC)	18.7
Day Reporting Center	RCJ/ZCI	\$ 70,000	22.4
Intensive Supervision Program*	RCJ/ZCI/Court	\$218,250	34.0*
ESTIMATED ADP CURRENTLY SAVED		\$960,320	276.1

* ZCI does not claim a specific number of jail bed days saved for the ATI or ISP program, because it is not certain how many persons would have been incarcerated but for enrollment in either program. However, for its 2001 report to the county, Carter Goble, a nationally recognized criminal justice consulting firm, estimated ADP reductions on the basis of 30% of the average number of ATI enrollees and 20% of average number of ISP enrollees. In 2006, about 600 people were enrolled in ATI at any one time, and about 170 were enrolled in ISP at any one time.