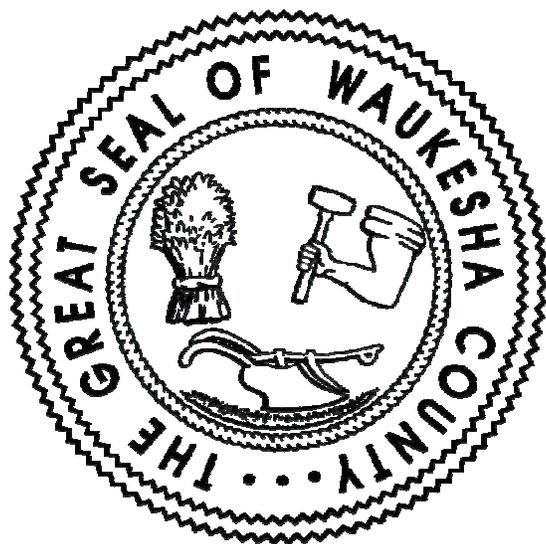


# Waukesha County



## Criminal Justice Collaborating Council Strategic Plan 2008 – 2010

# Table of Contents

CJCC Statement of Purpose..... 3

Environmental Scan:

- Introduction..... 4
- Current Program and Initiative Review..... 5

Objectives by County Strategic Outcome:

- A Safe County..... 7
- A County that Provides Customers with Quality Programs and Services ..... 7
- A County that Provides Cost Effective Services Delivered with Competence and Skill..... 8

# Criminal Justice Collaborating Council

## Statement of Purpose

The mission of the CJCC is to enhance public safety and promote the effective and efficient administration of the criminal justice system through community collaboration by ensuring offender accountability and providing rehabilitation services, while recognizing the rights and needs of victims.

The CJCC envisions a criminal justice system that is characterized by a balanced proactive response to criminal behavior that incorporates accountability and the principles of restorative justice.

We envision a team approach that utilizes meaningful, shared, system-wide information and community resources to promote our core values and that will treat all individuals fairly, equally and with dignity.

The CJCC works together to identify pinch points in the criminal justice system in order to achieve greater efficiencies and improve effectiveness.

## Criminal Justice Collaborating Council Environmental Scan

The Waukesha County Criminal Justice Collaborating Council (CJCC) was established in 2002 to carry out and analyze special studies of the criminal justice system and to develop, initiate, and monitor changes in the criminal justice system that might lead to greater efficiencies or effectiveness.

The Council is made up of decision makers from the Chief Judge of the Third District, Clerk of Circuit Court, Mayor from the City of Waukesha, First Assistant of the Office of the State Public Defender, Chairperson of the Waukesha County Board, Waukesha County Citizen, Waukesha County District Attorney, Waukesha County Executive, Director of Waukesha County Health and Human Services, President of the Waukesha County Police Chiefs Association, Waukesha County Sheriff, Corrections Field Supervisor from the Wisconsin Department of Corrections, and Director of UW- Extension, as well as many community organizations and representatives.

The CJCC has held strategic planning sessions annually since its creation. Each year there is small variation but the top areas of focus have included: development and implementation of community correction focused programming, outcome measurement/performance evaluation through data collection and analysis, the development and implementation of an alcohol treatment court, data collection and analysis of the jail population, creation of a criminal justice data warehouse, sustainability of existing programs, and potential development of programming targeting those who commit low-level misdemeanors.

The benefit of having all of the policy makers from the criminal justice system come together to make data driven system decisions has had a significant impact upon the way that decisions are made and why.

A tremendous amount of the CJCC's efforts are spent monitoring its programming. Because half of our programs are fairly new (less than 3 years since implementation), it is important for them to be actively monitored to ensure they are achieving their goals, serving the population(s) they were designed to serve, and to respond to concerns by justice partners. We have learned a number of lessons and made numerous adjustments to our programming over time.

Some programs have existed for many years and have a significant history. These programs were either transferred to the CJCC at its creation or were transferred within the last two years through the budget process. Newly transferred programs especially pose a challenge as they are often unfamiliar to Council members and require an investment of time to become familiar enough to feel comfortable and confident in making decisions.

## **Current Programs & Initiatives Review**

CJCC members and key departmental staff were queried about the strengths, concerns, and issues facing our programming. They are provided below in no specific order.

### **Adult Basic Education Program** (*Transferred from Sheriff's Department for 2007*)

- Offer credit time or community service for incentives toward educational achievement. Needs to be revisited- has not been addressed.
- Program outcomes do not relate to a job, career, or employment. Short-term outcomes may not, but long-term outcomes do. Offenders must at least have a GED/HSED to even be eligible to compete for minimum wage jobs.

### **Alcohol Treatment Court** (*Implemented in 2006 through Federal Drug Court Implementation Grant*)

- Sustainability of the program once grant funding ends. In an effort to sustain the program, a Bureau of Justice Assistance Drug Court Enhancement Grant was applied for at the end of January 2009. If Waukesha County were awarded this grant, the funding period would be from approximately September 1, 2009 to August 31, 2011.
- Needs admission process. Eligibility criteria has been established, along with a program application; this comprises the admission process. In addition, enrollment into the program is staggered (no more than 5 admissions per month) to maintain a consistent amount of participants in the program at all times and ensure that program capacity (55) is not exceeded.
- Needs participation from the district attorney. Still an issue; staffing shortage has prevented participation thus far.
- Evaluate program future outcomes. The program continues to be evaluated by Temple University, whose contract was extended through 5/31/09. In addition, program evaluation was written into the enhancement grant application to be continued throughout the duration of the grant (August 2011) if we receive it.
- Consider ability to expand the program. The enhancement grant would provide an increase in services (i.e. longer period on SCRAM, EDAC testing, more incentives), but not an increase in program capacity. Program evaluator, Matt Hiller, is pursuing other grant opportunities that may allow for an increase in program capacity.

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

- Prove the value of the program by evaluating the program. Program outcomes are reported to the CJCC Programs & Alternatives Committee on a yearly basis, which is then reported to the CJCC.
- We need more treatment options in jail. Ongoing issue; lack of funding prevents additional treatment options at this time.
- 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. This is now provided through the WIRED Facilitated Employment Program for Offenders, which began in October 2008 and is staffed by the Kaiser Group. This program provides intensive case management

and job placement assistance to offenders in the Jail, Huber facility, and Community Corrections.

- Need to evaluate program to determine how/if this program dovetails with other alcohol related programming. The distinction must be made that this is not an AODA treatment program; therefore, the program should not be compared to treatment programs.

**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. Changes were instituted by the Sheriff's Department in 2008 to require 30 days or less on a sentence before eligibility for community service, unless the offender is employed. This dramatically reduced the number eligible and therefore served by the program. The program serves 3 types of clients: direct court referrals, Huber clients, and Probation & Parole clients (which is the largest population).
- Determine how the implementation of Day Reporting has/could impact this program. Currently, community service is used as a sanction in the Day Reporting program.
- Consider ways for Community Service to be used as an alternative to incarceration. Community service is not an alternative to incarceration on its own, but is used in conjunction with other alternatives to incarceration, such as Day Reporting and Alcohol Treatment Court.

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

- Divert more mentally ill from the criminal justice system. The CJCC did not receive an enhancement grant from the federal government, which was applied for in January 2008, which would have created a specific mental health track within the current Alcohol Treatment Court program structure. This should be revisited in the future since the mentally ill continue to be a growing population in our criminal justice system.
- Missing life skills and education components in programming. Lack of funding has prevented these components from being formally added to programming.
- Address ways to meet the increasing demand for service. Some cases have been transferred to the HHS Community Support Program (CSP) in an effort to reduce increasing service demands on this program.
- Evaluate resources available for expansion. Currently, there is 1 FTE unfunded AODA counselor position that remains unfilled in HHS which could be evaluated for program expansion.
- Staff is not able to collaborate with other agencies. The staff person assigned to this program collaborates on a regular basis with other internal and external service providers to offer the most comprehensive service plan available to all participants.

### **Day Report Program** *(Implemented in 2007)*

- Explore ways to achieve judicial buy-in. Judicial support for the program has been increasing, evidenced by an increase in referrals to DRC from judges since the program's inception.
- Extend program reach through collaboration with the Department of Corrections. When DRC clients are on probation, DRC staff coordinate with DOC staff to provide the most comprehensive services possible. There is a strong collaborative relationship in place with DOC.
- Consider expansion to supervise other jail populations who could be considered for release/deferrals. Referrals to the DRC from the Jail have increased; the Sheriff is recommending more offenders be monitored on EM/ViCap via the DRC, as well as straight DRC referrals in lieu of serving sentences on Huber.
- Could be expanded to provide relief for assist alcohol treatment court as the demand for the Alcohol Treatment Court surpasses its supply? This is an ongoing discussion by the CJCC and will be revisited at the 5/18/09 strategic planning.
- Enhance intensity, availability, and positive image. This has been accomplished.
- Explore funding sources to fund future program expansion. Currently discussing charging a program participation fee, which would help to fund the program and potentially allow for an increase in program capacity.
- Consider including an adult mentor component. Needs to be revisited- has never been addressed with service provider.
- Enhance community participation and linkages to employment, education, and treatment services. This is currently being done through the WIRED Facilitated Employment Program for Offenders (previously described) and through an array of employment services which have been incorporated into the DRC by WCS. An alternate location is being explored to expand services and include on-site service collaboration with other community agencies (modeled from Milwaukee's Criminal Justice Resource Center).

### **Interagency Program for the Intoxicated Driver** *(Implemented in 1999; Transferred from District Attorney for 2007)* Also known as the OWI Program.

- Does the program need to continue to serve all repeat offense drunk drivers? This will need to be revisited if OWI legislation changes.
- Program capacity is stretched thin. Capacity has been enhanced through an increase in program funding for 2009 by the Department of Transportation (DOT).
- Experiencing decreasing resources and increasing caseload directly related to the increasing number of offenders. This program received an increase in funding from DOT for 2009 and also a separate grant to hire a consultant to develop a specific alcohol risk assessment tool to be utilized by the program and validated.

### **Operating after Revocation Program** *(Implemented in 2004)* This date needs to be revisited since this program was operating on an informal basis prior to 2004.

- Accelerate the outcome evaluation of program. The program is evaluated on a regular basis by the CJCC Pre-Trial Subcommittee.
- Need to develop method to dispose of OAR cases at the commissioner level. New OAR policies were developed by the DA, and became effective as of October 1, 2008. The goal of these policies are to create consistency in case processing, dispose more at the

commissioner level, and move OAR cases faster through the system. Initial feedback is positive, although better evaluation as to the policies' effectiveness will come later in the year.

- Identify issues that impact the number of successful participants. Efforts have been made to address the high Failure to Appear (FTA) rate amongst OAR defendants. The CJCC Pre-Trial Subcommittee is currently researching the idea of contracting with a transport service to/from Milwaukee (paid for by defendants) to reduce the FTA rate.
- More attention needs to be paid to those who cannot get license reinstated for long period of time. Mandatory DOT suspension/revocation guidelines are in place that often prevent effective assistance with reinstatement, which the program has no control over. However, more time is spent with those clients who have more complicated issues preventing them from reinstating (damage judgments are an example).
- Lack of financial resources still holds up defendants from reinstating and the program cannot resolve that. Still an ongoing issue.

#### **Pretrial Screening** (*Implemented in 2003*)

- Improve accuracy and timeliness. Improvements have been made; the program currently uses a modified version of the Virginia Risk Assessment tool with all defendants and the information is provided to the DA, Public Defender, and judge.
- Continue work to link this with existing supervision programs. Progress has been made; the initial information gathered from the risk/needs assessment is used regularly as the case progresses through the system.
- Define how the information collected in this program can be used in other programming. Information collected at the pre-trial stage is shared amongst other programs that the defendants may become involved with subsequently.

#### **Pretrial Supervision** (*Implemented in 1993; Transferred from Clerk of Courts in 2005*)

- Address transportation problems among Milwaukee County clients. Is currently being discussed by the CJCC Pre-Trial Subcommittee in an effort to reduce the Failure to Appear (FTA) rate.
- Create a more focuses target population and continue efforts to link this program with the Pretrial Screening Program. A link exists; information is currently being shared between the 2 programs. The Pre-Trial Screening Program determines which clients will be referred for enrollment into the the Pre-Trial Supervision Program.
- Explore methods to make referrals based upon an accepted risk assessment. A validated risk assessment tool is currently used, which is an adapted version of the Virginia Risk Assessment.
- Where would we be without this program and how much have we saved with this? Jail days saved are tracked on a regular basis and reported to the CJCC Pre-Trial Subcommittee, as well as the full CJCC.
- Develop methods to better control the referrals and caseload within the existing budget This is an ongoing task as referrals, caseload size, and budget vary.
- Decision making not based on risk assessment. Not true under current program procedures; all decisions related to level and type of supervision are made on an individualized basis according to the defendant's risk score; the higher the risk, the higher the level of supervision is assigned.

**Strategic Outcome: A Safe County and A County that Assists At-risk Citizens**

**Objective #1:** Design and implement effective diversion programming for non-violent offenders that promotes accountability while enhancing public safety. Will be revisited in the 5/18/09 CJCC strategic planning session.

**Objective Owner: CJCC**

Action Steps To Complete These Objectives	Individuals Involved	Target Date to Complete
1. Analyze available justice system data to determine target populations. Possible populations include domestic violence, issuance of worthless checks, retail theft offenses	Justice partners, key staff, and CJCC Coordinator	2008 - 2010
2. Identify target population(s)		2008 - 2010
3. Investigate existing programming and demonstrated best practices for identified target population(s)	Justice partners key staff, identified CJCC Committee and CJCC Coordinator	2008 - 2010
4. Create program design and performance measures	CJCC, Coordinator, and justice partners	2008 - 2010
5. Identify and secure funding sources	CJCC	2008 - 2010
6. Implement program	CJCC	2008 - 2010
7. Evaluate program	CJCC	2008 - 2010

Key Outcome Indicators: To be determined as indicators will be specific to the initiatives that are implemented to include the following:

- Number of offenders who are diverted from the criminal justice system
- Number of jail days avoided
- Number of offenders who successfully/unsuccessfully completed the program

**Strategic Outcome: A County that Provides Customers with Quality Programs and Services**

**Objective #2:** Evaluate Current CJCC Programming through Data Gathering and Analysis to Ensure Programs are Meeting Defined Goals and Performance Measures The CJCC Programs & Alternatives Committee has served as the current programs evaluator. The Committee reviews the goals and performance measures of programs on a regular basis. Findings are then reported to the CJCC Executive Committee and full CJCC every year prior to the budget cycle. This will be revisited at the 5/18/09 strategic planning.

**Objective Owner: CJCC**

Action Steps To Complete These Objectives	Individuals Involved	Target Date to Complete
---	----------------------	-------------------------

1. Prioritize which CJCC programming should be evaluated	CJCC Executive Committee	2008 - 2010
2. Determine steps with which to evaluate programs	CJCC Executive Committee and CJCC Coordinator	2008 - 2010
3. Collaborate with justice partners and contract agencies to identify and collect necessary data elements	Justice partners, key staff, contract agencies, CJCC Coordinator	2008 - 2010
4. Assess the impact of current programming	CJCC, Identified CJCC Committees/subcommittees, CJCC Coordinator, contract agencies	2008 - 2010
5. Identify gaps in current programming and develop solutions	CJCC, Coordinator, and justice partners	2008 - 2010
6. Determine if programs are meeting defined goals and performance measures	CJCC	2008 - 2010

Key Outcome Indicators: To be further defined but will include:

- Number of CJCC programs that meet defined goals and performance measures

**Strategic Outcome: A County that Provides Cost Effective Services Delivered with Competence and Skill**

**Objective #3:** Analyze and promote the Sustainability of the CJCC and its Programs. The CJCC is currently looking into charging fees for program participation (focusing on Alcohol Treatment Court and the Day Reporting Center) and pursuing grant opportunities to sustain programs. The CJCC is continually linking and coordinating services with other community-based agencies to avoid duplication of services and to develop a continuum of care for offenders. This will be revisited at the 5/18/09 strategic planning.

**Objective Owner: CJCC**

Action Steps To Complete These Objectives	Individuals Involved	Target Date to Complete
1. Inventory available community services to avoid the duplication of services	CJCC Executive Committee	2008 - 2010
2. Increase community support and involvement through a county-wide network and community education	CJCC	2008 - 2010
3. Research and identify funding to support a county-wide effort	CJCC	2008 - 2010

Key Outcome Indicators: To be further defined but will include:

- Creation of database of existing community resources and programs
- Creation of county-wide network of collaborators