

# EBDM

The Evidence-Based Decision Making  
in Local Criminal Justice Systems Initiative



# Rock County, WI EBDM Phase VI Application



**ROCK COUNTY, WISCONSIN**



**EBDM Ad Hoc Committee  
51 South Main Street  
Janesville, Wisconsin 53545  
Phone: 608/757-5510  
Web Site: [www.co.rock.wi.us](http://www.co.rock.wi.us)**

July 22, 2016

Mr. Jim Cosby  
Director  
National Institute of Corrections

Dear Mr. Cosby:

Please accept the following application from Rock County, Wisconsin, for participation in Phase VI of the Evidence-Based Decision Making (EBDM) Initiative. Rock County has been honored to be a part of Phase V of this Initiative and is committed to continuing to pursuing evidence-based decision-making in the implementation phase of this project.

Since March 2015, the Rock County EBDM Policy Team has been working diligently together in evaluating and analyzing its criminal justice system and planning how to improve this system based on research and evidence-based principles. Through the assistance and guidance of our technical assistance provider and national expert, Mimi Carter, the Policy Team has gone through the structured framework provided by EBDM to look at all aspects of our system and come to consensus on what improvements can and should be made. This deliberate process has allowed us to work together collaboratively and see the system from all points of view, including the impacts each discipline/decision has on each other and the community as a whole. This has led us to determining change targets that are realistic and important in creating the kind of community and justice system we strive to attain. They lead us to our overarching goals of protecting public safety, allocating resources effectively, and promoting fairness.

In Phase VI, the Policy Team is prepared to continue its commitment to meet on a regular basis and move toward the implementation of the change targets identified in Phase V. The group has agreed to continue to be engaged in system change and participate in related meetings, conference calls and gatherings and coordinate with the State Team. Team members have not only have attended the monthly local EBDM meetings, but have met several times per month as members of the workgroups tasked with establishing the change targets, as well as attending various state-local partnership meetings. One of the co-chairs of the state EBDM team is also a member of Rock County's Policy Team and has attended countless meetings at both the state and local levels and is committed to continue to do that as part of Phase VI to improve the justice system not only in his county, but more broadly to all citizens of Wisconsin.

Moreover, the County's Criminal Justice Coordinating Council (CJCC), which also consists of justice system stakeholders, as well as a wide variety of community stakeholders, continues to support the work of the EBDM Policy Team. The CJCC has been meeting since 2006 and provides guidance to the County Board on matters concerning the criminal justice system. At its

June meeting, the group unanimously voted to endorse the submission of this application and has vowed to continue to support the work coming from the EBDM Policy Team.

If chosen to participate in Phase VI of the Initiative, Rock County is committed to continuing to be a full participant in the EBDM process. As stated above, the members of the proposed Policy Team are fully invested in the process and will use the lessons learned in Phase V to make the justice system in Rock County as efficient, effective, and fair as possible. By following data and research-based principles to make appropriate changes in the justice system, public safety is protected and better outcomes are had, not only for offenders, but the community as a whole.

Rock County's EBDM Policy Team identified six change targets it intends on pursuing in Phase VI. They are:

- Pretrial Assessment & Monitoring
- Criminogenic Risk Screens and Assessments
- Pre-Charge Diversion Program
- Enhanced Deferred Prosecution Program
- Behavioral Health Information Sharing: Mental Health Flags and Crisis Strategy Information Forms
- Stakeholder Engagement & Education

These change targets were chosen from over 30 identified opportunities the Policy Team identified during Phase V for implementation in Rock County. They all follow research and evidence-based principles and the group agreed they would be the specific initiatives pursued by the Policy Team that would have the biggest impact on public safety, the effective allocation of resources, and fairness.

If selected for Phase VI of EBDM, Rock County agrees to serve as a showcase for other jurisdictions, both in Wisconsin and nationally. Rock County consents to case studies, publicly sharing its work products, providing data for inclusion in EBDM Initiative products, and sharing our experiences with others at conferences, through webinars, and at other venues. We are committed to helping other jurisdictions as they embark on EBDM and implementing evidence-based practices into their own jurisdictions. Further, if selected, Rock County agrees to participate in any Initiative evaluation, should funding for an evaluation become available.

Rock County is excited by the prospect of participating in the EBDM Phase VI as a local jurisdiction partnering with the State of Wisconsin. Should you have any further questions or would like to discuss why Rock County would continue to be an ideal partner in this venture, please do not hesitate to contact me.

Sincerely,



Eric Nelson, Chair

Rock County EBDM Ad Hoc Committee and Criminal Justice Coordinating Council

## **Collaboration—Rock County, WI**

### **What does it mean to be an EBDM team?**

To be an EBDM team means using data, research, and evidence-based principles in a disciplined, collaborative way to analyze, identify and affect positive change in the justice system. Being an EBDM team means having the ability to work with a national expert as a technical assistance provider to guide the Policy Team through the process and develop its best work. Being an EBDM team has allowed us to learn from and work with other jurisdictions that have or are going through the EBDM process to improve their justice system. It has allowed us to tap into resources to plan and prepare for evidence-based decisions that are appropriate and relevant for our jurisdiction. Being an EBDM team has allowed us to show demonstrable progress in attaining a safer community, while promoting fairness and allocating resources effectively.

### **How has your team evolved over time? If team membership has changed from the beginning of Phase V, describe who was added and who has left and why.**

The Rock County Policy Team has essentially had the same makeup throughout Phase V. The only notable changes were the resignation of the Beloit Municipal Judge, whose term was ending, and the retirement of the Human Services Director. The new Beloit Municipal Judge became a Policy Team member in July 2016, so will have to be educated about EBDM and the process Rock County has gone through. The new Human Services Director was an internal hire. She is knowledgeable about EBDM and was on two of the workgroups prior to her promotion. Going through the EBDM Framework, the Policy Team's mindset has evolved, becoming more knowledgeable on best and evidence-based practices and how/why to implement them, ultimately embracing the culture change that will occur during the implementation phase.

### **What were the team's most noteworthy strengths in Phase V?:**

• **Commitment to EBDM Process by a Diverse Group of Stakeholders:** Policy Team

members understand and have bought-into EBDM. Stakeholders from across the criminal justice spectrum are involved and motivated to use EBDM to make improvements. They have been participating in intensive, time consuming meetings and other EBDM-related events since March 2015 and their participation has not faltered. The team has undergone the arduous process of analyzing its entire system following the EBDM Framework and ultimately distilling its work down to six identified change targets ripe for implementation.

• **Collaboration:** Rock County has a culture of collaboration, as evidenced by the long-standing positive working relationships amongst local and state agencies operating in Rock County. In regard to criminal justice this collaborative spirit is exemplified through the work of the CJCC, operating cooperatively on justice matters since 2006 and the commitment of all of the major justice stakeholders from across the County in EBDM. EBDM team members have been willing to look beyond their individual silos and focus on how to improve the system as a whole.

Although there may be civil disagreement at times, the team is consensus driven and has agreed to continue to work collaboratively. Additionally, the positive relationships between Policy Team members is genuine and allows them to work together easily to make impactful change.

• **Enthusiasm:** The Rock County Policy Team has been enthusiastic in its support of EBDM and proceeding through the EBDM process to affect positive change in its justice system. Going through the steps in the Framework and identifying opportunities using data and research to determine specific change targets, has created infectious momentum and excitement to continue this process for sustained, positive system change.

**What were the team's most noteworthy challenges in Phase V?:**

• **Scheduling:** The most noteworthy challenge has been getting everyone at the table at the same time due to scheduling conflicts and the significant amount of other work Policy Team members are engaged in. The EBDM Policy Team has been meeting monthly for at least three hours on a Wednesday, which can be difficult for the executive level staff on the Policy Team, and workgroups have been meeting several times a month. Overall, attendance was good at Policy Team and workgroup meetings and at the end of Phase V, this dedication to the process resulted in the creation a strong implementation plan.

• **Data:** It has been difficult obtaining data for every field the Policy Team wanted due to the capacities and capabilities of the various systems used by justice personnel. Some of the data being sought is not currently being captured or not being tracked in a manner to mine it effectively. By engaging data experts during Phase V from each of the necessary data systems, useful data was captured and used in decision-making. Through this process, the experts' engagement in Phase VI has already been established and areas for improvement identified.

• **Scope of the Anticipated Changes:** Many of the change targets chosen for implementation will be completely new for our criminal justice practitioners. Using assessments to inform decisions, implementing best practices in pre-trial, expanding diversion opportunities and sharing behavioral health data will be a culture shift for Rock County. Education and outreach to justice partners and the public will help make the changes sustainable in the future. The fact that the heads of the agencies involved in the criminal justice system have bought into EBDM and already embrace the culture change will help assimilate the new practices into the system.

**Who, aside from the Policy Team became involved in EBDM Phase V? How and why were these individuals included? What have they contributed to the effort? What are your plans for continuing to expand the network of individuals involved with EBDM?**

Two individuals were identified early as people integral to the EBDM process, but not stakeholders on the Policy Team. The Deferred Prosecution Director got involved with EBDM six months into the process and has regularly attended Policy Team meetings in addition to various workgroup meetings. As changes to the front-end of the justice system were anticipated, it was important to include her input. She has provided information about the current Deferred Prosecution Program (DPP) and helped shape two of the change targets, Pre-Charge Diversion and Enhanced DPP. Additionally, she agreed to co-chair the Risk Reduction Interventions Workgroup. Secondly, the County's Public Safety Systems Manager has been instrumental in obtaining law enforcement/jail data and providing assistance with the law enforcement/jail records system. His technical expertise and ability to mine data from the Spillman law records system has been critical to obtaining baseline data and determining how we can incorporate additional data tracking in the future. He also participates in two of the four EBDM workgroups, working on the change targets.

Several other people outside of the Policy Team also participated in EBDM Phase V through their participation in the four workgroups established to work on the four change target areas. Members of law enforcement, data system experts, community partners, and other justice system stakeholders have been participating diligently in the analysis of the system and the development of the change targets, including the creation of the logic models and work plans associated with them. It is anticipated the work of these individuals will continue on the workgroups as we move into implementation. Further, as specific change targets are rolled out, innately, more system players will become involved as necessary partners. At the August 2016, EBDM Kickoff Event, justice system partners will be educated about EBDM and momentum will build amongst them to buy-into the system change and engage them to participate as implementation moves forward.

**How (if at all) do you anticipate your collaborative will change in Phase VI to meet the needs of your implementation efforts?**

The overall collaborative nature of the Policy Team will not change, however, the composition of the EBDM team may change in Phase VI to meet the needs of implementation. This may occur due to staff turnover in local partner agencies and a better understanding of who should be participating on the Policy Team based on the change targets.

**What role/work do you envision for your EBDM team in Phase VI?**

In Phase VI, the Policy Team will oversee the implementation of the specified change targets identified during Phase V. The team will continue to meet monthly and collaborate to ensure benchmarks are being met and progress is being made. It will be a forum to troubleshoot issues that arise and ensure the stakeholders continue to be on the same page about the change targets and their impacts on the larger justice system. The Policy Team will also continue to measure the impact of the initiatives and educate the community about the outcomes. If chosen, this work will be done with the assistance of a technical assistance provider who will help guide the Policy Team through the implementation phase. The advice and direction of the technical assistance provider has been invaluable during Phase V in propelling EBDM forward in Rock County and it will be a benefit in effectively implementing the change targets during Phase VI.

**Do you anticipate your team leadership will change in Phase VI? If so, how will it change and why?**

Rock County does not anticipate a change in team leadership for Phase VI. There will be at least one new criminal court judge added to the team due to a retirement. Additionally, in July 2016, there was the addition of the new Beloit Municipal judge to the Policy Team. It is anticipated the chair and coordinator will remain the same.

## **Rock County EBDM Policy Team Members**

- Honorable James Daley, Chief District Judge and Rock County Circuit Court Judge
- Honorable Richard Werner, Presiding Judge, Rock County Circuit Court
- Honorable Alan Bates, Rock County Circuit Court Judge
- District Attorney David O’Leary (also Co-Chair of State EBDM team and member of the state Criminal Justice Coordinating Council)
- State Public Defender Attorney Eric Nelson (EBDM & CJCC Chair)
- Sheriff Robert Spoden
- Commander Erik Chellevoid, Jail Administrator-Sheriff’s Office
- Chief David Moore, Janesville Police Department
- Chief David Zibolski, Beloit Police Department
- Josh Smith, Rock County Administrator
- Sandra Kraft, Rock County Board of Supervisors Vice-Chair
- Troy Enger, WI Department of Corrections, Division of Community Corrections, Assistant Regional Chief
- Kate Luster, Director Rock County Human Services Department
- Angela Moore, YWCA Executive Director
- Dorothy Harrell, NAACP, Beloit Branch
- Court Commissioner Stephen Meyer
- Court Commissioner Larry Barton
- Honorable Brooke Joos, Beloit Municipal Judge (as of July 2016) (replaced former Beloit Municipal Judge William Henderson)
- Elizabeth Krueger, Beloit City Attorney



July 12, 2016

Jim Cosby, Director  
National Institute of Corrections

Dear Mr. Cosby:

We write to you in support of Rock County's application to continue participation in Evidence Based Decision Making (EBDM) through involvement in Phase VI. As members of the County's Phase V EBDM Policy Team, we have seen firsthand the benefits that are accruing to the justice system through this initiative and are committed to furthering this progress during Phase VI.

We have noted several benefits to participation in Phase V, including improved collaboration among stakeholders, a shared understanding of how each department is involved at each decision point, and a growing value placed on research and data. In addition, we have seen tangible progress in addressing long-standing issues, including improved sharing of information related to the mental health needs of justice-involved individuals. Throughout Phase V, the objective technical assistance and facilitation provided by Mimi Carter has been key to these advancements, and we look forward to this continuing in Phase VI.

As representatives of the Policy Team with responsibility for proposing and approving the County's budget, we understand the importance of identifying the resources necessary to assist in implementation of programs and processes that can help the County reach its change targets. We are committed to prioritizing these initiatives based on their long-term potential for improving justice system outcomes and operational efficiency. Given the challenging funding environment and demand for resources, the ongoing support of an active EBDM Policy Team will be crucial in gaining support from the County Board.

In closing, the work of the Policy Team has established momentum in improving Rock County's justice system, and our involvement has given us insights into the operations and challenges that need to be addressed. With your help, we look forward to continuing our roles in improving the justice system in Rock County and making long-term structural changes that can reduce harm for our citizens.

Sincerely,

A handwritten signature in black ink that reads "Sandra Kraft".

Sandra Kraft  
Vice Chair  
Board of Supervisors

A handwritten signature in black ink that reads "Josh Smith".

Josh Smith  
County Administrator

JAMES P DALEY  
Chief Judge  
Rock Co Courthouse  
Janesville WI 53545  
Telephone (608) 743-2261

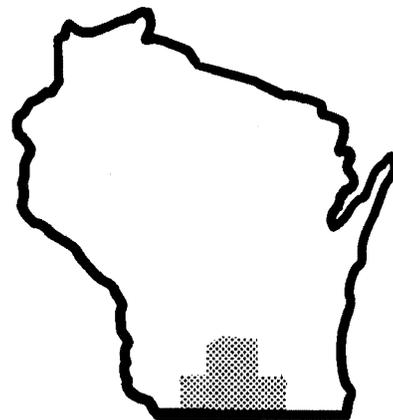
STATE OF WISCONSIN

## FIFTH JUDICIAL DISTRICT

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AMY R SMITH  
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THERESA OWENS, DCA  
Cynthia Meyer, DAA  
District Court Administrator  
Room 6111, Dane Co Courthouse  
Telephone: (608) 267-8820



July 11<sup>th</sup>, 2016

To Whom It May Concern;

I am writing this letter in support of the Evidence Based Decision Making application for the Rock County Circuit Court judiciary. As Chief Judge of the 5<sup>th</sup> Judicial District and as the Judge of Branch I of the Rock County Circuit Court, and a member of the Rock County EBDM Committee I believe I am authorized to represent the Rock County Judiciary in this matter.

The Rock County Judiciary is fully committed to EBDM and to implementing the EBDM process to improve the delivery of Justice to the citizens of Rock County, and to improve the outcomes of the Criminal Justice System. For the past 28 years I have observed the outcomes of the criminal justice system and fully believe the EBDM process will lower the recidivism rate and permit the efficient and effective targeting of treatment and services to the individual defendants who will most benefit from the treatment of identified needs using the EBDM process. The Rock County Circuit Courts hear, process, provide trials, and sentence all persons charged with criminal acts (adult and juvenile). It is the place in the process that connects all the other stake holders together. The Courts determine the appropriate sentence, approve any diversion of defendants to available programs, and are responsible for ensuring the concept of 'justice' in the criminal justice system is achieved. We believe that the EBDM process provides the best opportunity to improve the outcomes of the criminal justice system.

A handwritten signature in black ink that reads "James P. Daley".

Chief Judge James P. Daley

Presiding Judge Richard T. Werner, Circuit Court Judge Br. 6

A handwritten signature in black ink that reads "Richard T. Werner".

Judge R. Allen Bates, Circuit Court Judge Br. 2 – Presiding Judge Juvenile Division

A handwritten signature in black ink that reads "R. Allen Bates".



# JANESVILLE POLICE DEPARTMENT



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July 13, 2016

Director Jim Cosby  
National Institute of Corrections

The leaders of the Rock County Sheriff's Office, The Beloit Police Department and the Janesville Police Department support the concepts and strategies of Evidence Based Decision Making – EBDM and are committed to Phase VI, the implementation stage of our work. Specifically we support; the use of risk assessments to better select persons appropriate for the criminal justice system, risk reduction programs to reduce the number of persons re-entering the criminal justice system and the sharing of behavioral health information with criminal justice professionals. Collectively, our law enforcement agencies represent the majority of all law enforcement officers in Rock County.

We believe these evidence-based strategies will enhance public safety, promote fairness within the criminal justice system and allocate resources effectively within our criminal justice system.

In this age of limited resources, we believe using evidence-based programs to be the most effective and best use of our law enforcement personnel and assets. We urge the sincere consideration of Rock County's Evidence Based Decision Making Phase VI Application.

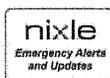
Sincerely,

Robert Spoden  
Rock County Sheriff

David Zibolski  
Beloit Police Chief

David Moore  
Janesville Police Chief

100 NORTH JACKSON STREET, P.O. BOX 5005, JANESVILLE, WISCONSIN 53547-5005



**David J. O'Leary**  
Rock County District Attorney

**Perry L. Folts**  
Deputy District Attorney



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Scott Dirks  
FAX 608-757-5725

July 8, 2016

Director Jim Cosby  
National Institute of Corrections  
320 First Street, NW  
Washington, DC 20534

Dear Director Cosby:

I have been the Rock County District Attorney for the past 20 years and I intend to continue to pursue the work we have done to improve both the State's and Rock County's criminal justice systems. In addition to being on the Rock County team, I am co-chair of the State EBDM team; I attended the first EBDM training at NIC in CO, representing state prosecutors and I attended the NIC pre-trial training presented by in CO, on behalf of both the State EBDM team and the Rock County EBDM team. Due to all of these efforts, I am in a unique position to advise you that the level of cooperation between the agencies involved at both the State and Rock County level has been impressive. Members of the EBDM policy team have dedicated considerable time and resources to examine the current justice system, the data available and how to improve the system with data and research.

EBDM has given us the ability to examine how we can not only improve the system but actually make our communities safer with better outcomes for offenders and fewer victims. The excuse that "this is how the system works" no longer should be acceptable to anyone who has learned about EBDM and motivates us to make the necessary changes to implement risk assessment tools to help in making every decision in the criminal system from arrest to sentencing.

I will continue with my efforts at both the State and local level to implement EBDM principles. I firmly believe the EBDM initiative will significantly improve both the State and Rock County criminal justice systems and we will be able to share our experience with other State and county agencies hoping to make similar changes using EBDM.

Thank you for all of the assistance that NIC has provided to date to the State of Wisconsin and Rock County. I look forward to continued partnership with NIC in Phase VI.

Very truly yours,

A handwritten signature in black ink, appearing to read "David J. O'Leary", is written over a large, stylized scribble or flourish.

David J. O'Leary  
Rock County District Attorney



# Wisconsin State Public Defender

101 E. Milwaukee St. – Ste 503  
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Office Number: 608-758-6170 / Fax Number: 608-758-6182  
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**Kelli S. Thompson**  
State Public Defender

**Jennifer Bias**  
Trial Division Director

**Kelly Mattingly**

**Faun Moses**  
Local Atty Supervisors

July 12, 2016

Mr. Jim Cosby, Director  
National Institute of Corrections

Dear Mr. Cosby:

This letter is in support of the Rock County, WI, application to participate in EBDM Phase VI.

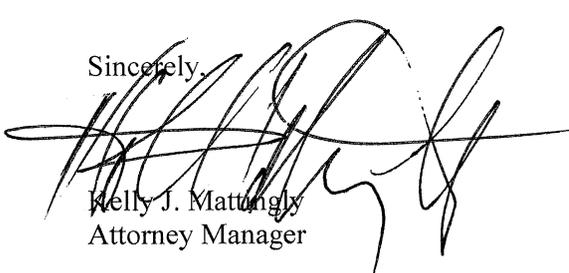
Rock County has been an eager and enthusiastic participant in Phase V. All of the stakeholders in Rock County are committed to seeing the process through to the end so that the Rock County community may realize the benefits of Evidence Based Decision Making in our justice system.

The State Public Defender's office is committed to investing the time and effort needed to plan and implement the projects we have identified and see to it that our staff understands the changes that will take place and cooperates with them. This work is important to the SPD because we are aware of the relative ineffectiveness of traditional approaches and responses to crime compared with the more systematic and tailored responses that are contemplated as a result of our EBDM work.

Our agency leadership is behind EBDM and willing to devote the resources on both the state and local levels that are required to ensure a quality work product. Agency leadership and staff in the field have worked with these concepts for some time and are able to advance the discussions around EBDM toward positive change. In Rock County, an SPD staff attorney chairs both the EBDM work group and the county's long-standing CJCC.

We as an agency and an office intend to support, promote and work on issues surrounding EBDM well into the future.

Sincerely,



Kelly J. Mattingly  
Attorney Manager

## **Description of Phase V Accomplishments—Rock County, WI**

**What were your experiences with the Phase V planning work? What did you learn about yourselves/your jurisdiction through the following processes?**

**a. Establishing your policy team**

- Developing our Policy Team, we learned we are a strong, collaborative group that can come together to make research-based, positive changes to our justice system.
- It was struggle to get minority representation and participation from a large municipal court.

**b. Developing your vision, mission, and goals**

- Developing the vision, mission, and goals taught us that our individual agency goals were all quite similar when we talked them through and this has led to a stronger shared understanding of the future purpose and goals for the criminal justice system.

**c. Developing a system map/understanding of your jurisdiction's policies and practices**

- The process was useful in explaining how each decision point works, the issues faced at each decision point, and the ability to come to a shared understanding of the process. Members understood their own pieces well but did not necessarily understand the entire system or how what they do affects other parts of the system.
- By analyzing our system map, we were able to come up with some baseline data.
- The process helped us identify gaps in the system which need attention.

**d. Understanding/developing capacity to collect and analyze data**

- The team realizes we have improvements to make in data collection and how difficult it can be to develop a comprehensive data collection effort. We realize it is important to define what specifically we are trying to measure.
- We gained a better understanding of what data was being captured, where it is kept, and how to access it, as well as what we need to collect in the future.

- We identified the need for a data analyst to work between systems to collect, analyze, and report on data relevant to the justice system and the proposed improvements.

e. **Expanding the knowledge, skills, and engagement of colleagues/agency staff**

- We realize there are varying opinions and levels of understanding of EBDM in partner agencies and much groundwork needs to be done to educate all on the vision.
- Showing impactful results from the implementation of EBDM combined with education of agency staff will be most effective in obtaining buy-in and sustainability.

**Identify the change targets selected for Phase VI, and in doing so, identify:**

- a. **The decision point(s) upon which each goal focuses**
- b. **How and why these goals were selected above others**
- c. **The research upon which each goal is based**

From the 30+ opportunities for improvement the Policy Team identified after going through the system mapping exercise, it created four workgroups to focus on the following: (1) Risk Reduction Interventions; (2) Risk Assessments; (3) Behavioral Health Information Sharing; and (4) Community Education/Outreach/Buy-In. These workgroups identified a list of specific change targets and presented them to the full Policy Team. From those options, the Policy Team determined the six change targets to pursue in Phase VI.

**Change Target #1: Pretrial (Decision Point #2: Pretrial)—How & Why Selected**

- It is an area of criminal justice reform sweeping the nation and Rock County wants to be in compliance with constitutional standards and improve outcomes.
- We do not currently use validated risk assessment tools at the pre-trial release decision point.
- Four members of the team attended the NIC pretrial training and returned energized to follow constitutional practices in this area. The larger Policy Team agreed there was a better way to assess and monitor people pending the outcome of their legal case to better protect public safety and use resources effectively (e.g. jail).

*Research:* Use of standardized risk assessment tools is recommended at the pretrial stage to appropriately gauge a defendant's risk level and subsequently guide release decisions. Use of structured protocols serves to minimize the decision maker's biases, appropriately place offenders based on their actual level of risk, and improve the allocation of scarce criminal justice resources. Cite: Cadigan & Lowenkamp (2011a); Defendants released at the pretrial stage experience more desirable outcomes at later stages of criminal justice processing (i.e., lower recidivism) compared with those detained in custody. Cite: Cadigan & Lowenkamp (2011b)

**Change Target #2: Criminogenic Risk Screening and Assessment (Decision Point #3 Charging, Decision Point #4 Diversion & Deferred Prosecution, Decision Point #5 Plea, Decision Point #6 Sentencing, and Decision Point #7 Jail Interventions)—How & Why Selected**

- In order to use effective/appropriate risk-reduction interventions, risks and needs should be determined through a validated risk screening and assessment tool.
- Risk assessments should be used to inform every decision point. Appropriate interventions need to be available at each decision point to meet criminogenic risk and need levels for the most effective outcomes.

*Research:* Recidivism is more likely reduced when the justice system focuses on criminogenic needs, uses a cognitive behavioral approach, reserves more intensive services for higher risk offenders, and uses aftercare services. Cite: Andrews (2007); Validated risk assessments have been demonstrated to effectively identify risk and criminogenic needs. Cite: Gendreau, Goggin, & Little (1996)

**Change Target #3: Pre-Charge Diversion Program (Decision Point #4: Diversion and Deferred Prosecution)—How & Why Selected**

- To improve outcomes for low-risk, first time offenders. Limited intervention that still holds them accountable but keeps them out of computerized public court records is the goal.

- This may lessen the workload of the District Attorney’s Office because they will have fewer complaints to draft and fewer misdemeanor and ordinance cases will be filed.

*Research:* Services and more intensive supervision are most effective when directed to higher risk offenders. Cite: Lowenkamp & Latessa (2004); The success of diversion programs is contingent on quality of program design and implementation. Cite: Schwalbe, Gearing, MacKenzie, et. al. (2012)

**Change Target #4: Enhanced Deferred Prosecution Program (DPP) (Decision Point #4: Diversion and Deferred Prosecution)—How & Why Selected**

- To provide a wider spectrum of interventions on the front-end of the justice system, an Enhanced DPP (post-charge diversion) is planned to address individuals with greater criminogenic risks and needs than are currently allowed in DPP.

*Research:* Same as Change Target #3 above.

**Change Target #5: EBDM Behavioral Health Information Sharing: Mental Health Flag & Crisis Strategy Information (CSI) (Decision Point #1: Arrest)—How & Why Selected**

- Although mental illness is not a criminogenic risk factor, the mentally ill involved with the justice system use a considerable amount of resources (e.g. law enforcement time, incarceration costs, emergency detention costs/inpatient bed costs, court system resources, etc.), often without improvement in their mental health (poor outcomes).
- The overall purpose of effective behavioral health information sharing is to ensure better outcomes for those with mental health needs that come in contact with the justice system.

*Research:* Pre-booking diversion options for adult offenders with serious mental illness is associated with fiscal savings. Cite: Cowell, Hinde, Broner, & Aldridge (2013); The application of structured assessment tools could be used to assess mentally ill offenders’ diversion eligibility and to place them in community-based treatment, thereby reducing the number of non-compliances and re-incarcerations. Cite: Barber-Rioja, Dewey, Kopelovich, & Kucharski (2012)

**Change Target #6: EBDM Stakeholder Engagement & Education (All decision points, with an emphasis on the decision points/activities included as part of the selected change targets.)—**  
How & Why Selected

- In order to get buy-in and support from justice system partners and the community as a whole (including the ability to obtain funding), a comprehensive outreach and education effort was deemed crucial by the Policy Team.

*Research:* In the context of evidence-based correctional practice, practitioners typically need to learn the underlying rationale for a new way of doing work, the new activities and techniques that will become part of their craft, and the skills they will need to use new practices competently. Cite: Fixsen et al., 2005; Przybylski, (2015)

**Describe the benefits that were accrued as a result of your team's participation in Phase V.**

- We gained a more sophisticated understanding of criminogenic risk-level and the need to tailor interventions appropriately as a system.
- We made the turn from conceptual to specifics. Rather than just talking about ideas, we began to dig into the details of what it would take to achieve meaningful improvement.
- We achieved a consolidated vision for the future of criminal justice reform in Rock County.
- Policy Team members worked well together and respected each other's opinions.
- We developed a greater understanding of EBDM principles and the collaboration provided an opportunity for the team to get to know each other and understand where they shared goals.
- We completed significant planning for improvements consistent with the change targets.
- Phase V was significant in identifying the main gaps in Rock County's justice system in terms of evidence-based practices and then determining/planning which gaps could best be addressed for future implementation.

# **Phase VI Application Rock County Work Product Sample**

## **Rock County Evidence-Based Decision Making** **Change Target: Interventions**

**Goal Statement:** Implement a continuum of evidence-based risk reduction interventions across the justice system decision points.

### **Decision Point #1: Arrest**

#### **Proposed New Programs:**

Pre-Charge Diversion Program and Mental Health Diversion Program

#### **Pre-Charge Diversion Program**

##### **Background**

- A pre-charge diversion program is founded on the principle that low-risk individuals are generally self-correcting. By limiting formal intervention, the hope is to limit further involvement in the judicial system and potentially reduce recidivism.
- Specific guidelines are created, by which law enforcement may automatically refer an individual to a pre-charge diversion program upon meeting specified criteria agreed upon by all stakeholders in advance.
- When an offender is offered the program, they meet with the program coordinator to discuss the program and sign up for a class. If the defendant pays the program fee and all restitution upfront and remains offense-free pending completion of the class, their charges are not prosecuted. If the defendant fails to fulfill these requirements, they are formally charged according to statutory guidelines. Successful participants avoid the potential ramifications caused by having publicly available criminal records. Such a program also diverts limited resources to higher risk offenders.

##### **What the Research Says:**

- Consistent with research indicating that criminal justice contact can increase offending risk (e.g., Loughran et al., 2009), both caution and intervention diversion programs were more effective in reducing general recidivism compared to the more restrictive traditional forms of criminal justice processing (i.e., incarceration and probation). Primary Citation: Wilson & Hoge (2013)
- Low risk youth are more likely to benefit from caution programs, while moderate to high risk youth are more likely to benefit from intervention programs (namely, CBT-based interventions). Primary Citation: Wilson & Hoge (2013)
- Services and more intensive supervision are most effective when directed to higher risk offenders. Primary Citation: Lowenkamp & Latessa (2004)
- Recidivism is more likely reduced when the justice system focuses on criminogenic needs, uses a cognitive behavioral approach, reserves more intensive services for the higher risk offender, and uses aftercare services. Primary Citation: Andrews (2007)

##### **Goals**

- Reduce the number of low risk offenders processed through the justice system

- Reduce recidivism of low risk offenders

### **Current Practice in Rock County**

- There is no pre-charge diversion program in Rock County. All options for diversion programs are post-charge.

### **Program Used Elsewhere**

- Eau Claire, Wisconsin. The results show that the risk of re-offense nearly doubles when offenders do not complete the pre-charge diversion program and are instead formally charged. By educating first time offenders and diverting these low-risk individuals out of the justice system, the diversion program significantly lowers recidivism rates while also preserving limited resources that can be redirected to higher risk individuals.

### **Recommended Baseline Measures**

- Number of people in current Deferred Prosecution Program (DPP), which is the same/similar population who may be eligible for the Pre-Charge Diversion Program.
- Number of people who may be eligible for the Pre-Charge Diversion Program based on offense type.
- Current DPP success rate.
- Risk level of people entering the justice system. (not something currently available)
- Race and ethnicity numbers for current DPP population.

### **Recommended Outcome Measures**

- 80% of participants will successfully complete the program beginning December 2017
- 85% of program participants will remain conviction free within 3 years of program completion
- Misdemeanor filings will be at 85% of 2015 levels beginning December 2018
- Historically disadvantaged populations will complete the program at the same rate as other populations by December 2018

### **Data Available**

- Total Number of criminal cases filed in 2015: 3210 (Criminal Traffic: 562; Criminal Misdemeanor: 1471; Criminal Felony: 1177)
- There were a total of 243 Janesville retail theft city citations issued. There were 103 identified as 1st offenders. DPP received 61 referrals.
- In 2015 according to PROTECT, there were 1118 cases identified as County Ordinance violations that were either contested (Not guilty) by the DEF or amended to county ordinances by the DA (maybe originally charged as felonies or misdemeanors but later amended to county ordinances). Some of these may be 1st offenders but there is no way to track this per PROTECT. Also, this number also does not include those people who just paid their county ordinance ticket (either through being defaulted-not showing up to court or came to court but plead guilty/NC).

### **Other Information Needed**

- How many people in Rock County are prosecuted for offenses eligible under a pre-charge diversion program?
  - First offender data is not specifically available in the CCAP system or the PROTECT system.
  - Need risk level information.

### **Workgroup Recommendation(s) for Policy/Practice Change**

- It is recommended Rock County start a pre-charge diversion program to divert eligible low risk offenders from the justice system. This will potentially lower the workload of the District Attorney’s Office, allow for better outcomes/less recidivism from low-risk offenders, and redirect limited resources to higher risk offenders.

### **Mental Health Diversion Program**

#### **Background**

- Individuals with mental health issues that precipitate the involvement of law enforcement have been challenging and necessitate the use of significant resources, without significantly successful outcomes. Mentally ill individuals typically decompensate further upon processing through the justice system and incarceration. For eligible mentally ill individuals who otherwise would proceed through the justice system, alternative options in the community to stabilize and treat them is a preferable option. Additionally, by diversion on the front end of the system, costs on justice processing/programming on the back-end are reduced.

#### **What the Research Says:**

- Pre-booking diversion options for adult offenders with serious mental illness is associated with fiscal savings. Primary Citation: Cowell, Hinde, Broner, & Aldridge (2013)
- According to a recent study, only 7.5% of crimes committed by offenders suffering from mental illness were directly related to symptoms of the illness; fewer than 1 in 5 crimes (18%) were either directly related or mostly related to mental illness. Primary Citation: Peterson, Skeem, Kennealy, Bray, & Zvonkovic, 2014

#### **Current practice in Rock County**

- Rock County has undergone several rounds of CIT training for law enforcement officers and has been working on justice and mental health related issues for several years. The County has come a long way in collaboration and creating opportunities for non-criminalizing certain behaviors by mentally ill individuals in the community. This has allowed for a better response by law enforcement toward those in mental health crisis. If clients are known to law enforcement as having mental health issues and/or what services they are already involved with in the community (e.g., CSP), it sometimes allows for options other than arrest/incarceration, depending on the infraction. Both law enforcement and mental health professionals have indicated there is a need for alternative methods/options for mentally ill individuals who would be better served outside of the justice system.

#### **Goals**

- Increase the number of mentally ill individuals diverted to alternative community-based services rather than be processed through the criminal justice system.
- Increase the number of community-based options for mentally ill individuals that are operational 24-7.

### **Programs Used Elsewhere**

- Pre-Booking Diversion Program: Initial intervention of trained police officer (or officer accompanied by trained mental health staff). Rather than being arrested, the offender is linked with appropriate community-based treatment services. (Cowell et al. (2013)) This co-responder model used in Overland Park, KS, and Johnson County, KS.
- Post-Charge Diversion Program: Alternative program post-charge but pre-disposition to receive mental health services. Upon successful completion the terms of the Deferred Prosecution Agreement are enacted. An example of this is used in Johnson County, KS, through their SPMI (Severe and Persistent Mental Illness) Mental Health Diversion Program. The objective of Mental Health Diversion is to direct the defendant into treatment with Johnson County Mental Health (JCMH). Mental Health Diversion is available to defendants suffering from Severe and Persistent Mental Illness.

### **Recommended Baseline Measures**

- The number of mental health commitments.
- The number of Brief Jail Mental Health screens.
- Number of offenders in the jail identified with a mental health issue.

### **Recommended Outcome Measures**

- Increase the number of referrals from law enforcement to Human Services by 10% within six months of implementation.
- Reduce the number of people booked into jail with identified behavioral health needs as indicated on the Brief Jail Mental Health Screen by 10% within one year after implementation.
- Reduce the number of emergency mental health detentions by 10% within 1 year after implementation.

### **Data Available**

- Number of mental health emergency detentions (51.15) (HSD approved) in 2015: 316 (79 minors, 237 adults)
- Number of mental health commitments in 2015 (HSD): 57
- Number of mental health emergency detentions (51.15) calls for service by law enforcement through Spillman in 2015: 406
- Number of Brief Jail Mental Health Screens that were flagged for further follow-up by reentry social worker in 2015: 576
- In 2015, an average of 16% of jail inmates were on psychotropic medications at any given time.

### **Other Information Needed**

- How many individuals are arrested with mental illness?

- Spillman captures 51.15 and 51.45 calls, but there is no field specific to mental health about specific individuals.
- How many individuals are incarcerated pre-trial with a mental illness?
  - There is no easy way to get pre-trial information, other than a snapshot in time (one day).

**Workgroup Recommendation(s) for Policy/Practice Change**

- It is recommended that the Behavioral Health Redesign Steering Committee continue to look at alternatives as a part of their mission. The EBDM Behavioral Health Information Sharing Workgroup is also looking at the sharing of information between law enforcement and behavioral health, which in turn will hopefully allow for better coordination and ultimately better outcomes for mentally ill individuals that come in contact with the justice system.

**Decision Point #2: PRE-TRIAL**

**Proposed New Programs:**

Pretrial Program/Bail Monitoring and Mental Health Diversion Program (see information from Decision Point #1 above)

**Background**

- There should be a presumption of pre-trial release in accordance to the Equal Protection and Due Process clauses of the Constitution.

**What the Research Says:**

- Research is showing the need for using an assessment in determining what should happen to offenders pre-trial:
  - In one study, researchers found that low-risk defendants who were held in jail for just 2 to 3 days were 39% more likely to be arrested than low-risk defendants who were released on the first day. Those who were held 4 to 7 days were 50% more likely to be arrested, and those held 8 to 14 days were 56% more likely. The same patterns hold for medium-risk defendants held for short periods, but did not hold for high-risk defendants (i.e., increasing the length of jail time in the pretrial stage did not result in increased criminal activity for high risk defendants). (Lowenkamp, VanNostrand, & Holsinger, 2013b)
  - That study also found that low-risk defendants who were held in jail throughout the pretrial period were 27% more likely to recidivate within 12 months post-disposition than low-risk defendants who were released pretrial. (Lowenkamp, VanNostrand, & Holsinger, 2013b)
  - Another study found that low-risk defendants who were detained pretrial were 5 times more likely to get a jail sentence and 4 times more likely to get a prison sentence than their low-risk counterparts who were released pretrial. Medium-risk defendants who were detained pretrial were 4 times more likely to get a jail sentence and 3 times more likely to get a prison sentence. (Lowenkamp, VanNostrand, & Holsinger, 2013a)
  - Research has also indicated that putting conditions of non-financial release on low-risk defendants actually increases their likelihood of failure on pretrial

release, as compared to those with no or minimal specific conditions. (VanNostrand & Keebler, 2009)

- There is some evidence that higher-risk defendants who are released with supervision have higher rates of success on pretrial release than those released without supervision. For example, one study found that, when controlling for other factors, higher-risk defendants who were released with supervision were 33% less likely to fail to appear in court than their unsupervised counterparts. (Lowenkamp & VanNostrand, 2013)
- Finally, the use of risk information to guide pretrial release decision making has been found to increase release rates, while not jeopardizing public safety rates (Jones, 2013; Cadigan & Lowenkamp, 2011a; Laura and John Arnold Foundation, 2014; Mesa County, 2015). This is especially important given research that suggests that defendants detained pretrial are more likely to be convicted and to receive longer sentences than similar defendants who are not detained (Oleson, Lowenkamp, Wooldredge, VanNostrand, & Cadigan 2014).

### **Goals**

- Release individuals charged with a crime who are rated low to medium risk.
- Eliminate low and medium risk defendants admitted to jail or remaining in jail pending trial.
- Achieve the goals above without increasing the percentage of individuals charged with crimes who fail to appear or commit new offenses pending trial.
- Reduce the recidivism rate amongst individuals charged with offenses (recognizing research suggesting that pretrial confinement of low and medium-risk offenders increases the likelihood of recidivism among that subpopulation).
- Eliminate money from the release decision making process including eliminating the Uniform State Traffic and Misdemeanor Bail Schedule.
- Increase community safety by holding in custody high risk individuals who cannot be managed properly in the community pending disposition or trial.
- Reduce issues of bond condition compliance.

### **Current practice in Rock County**

- There is no pretrial program or bail monitoring program in Rock County. There is no assessment tool in use to determine level of short-term recidivism risk or likelihood of appearance at future court dates.

### **Program Used Elsewhere**

- State of Kentucky. The Pretrial Services program operates under the premise, supported by federal and state constitutions, that individuals accused of committing a crime are presumed innocent until proven guilty and are entitled to reasonable bail. Those accused are entitled to the least restrictive release terms possible, depending on whether they are likely to appear in court and/or whether they present a risk to public safety. Pretrial services is an agency of the state.
- State of New Jersey. New Jersey has moved to a statewide pretrial system.

- Milwaukee County. Milwaukee County is using MKPRAI or PSA to guide pretrial release decisions. A praxis is used to determine release conditions for defendants. Milwaukee County contracts with Justice Point to provide these services.
- State of Virginia. Pretrial Services in Virginia provides information to the Courts to assist with the bail decision and to provide supervision and services as ordered by a judicial officer to pretrial defendants that will promote public safety and court appearance. These efforts are intended to honor the Constitutional presumption of innocence, provide protections for the community, assist in the fair administration of justice, and to promote equitable treatment of defendants. The goals of pretrial services programs in Virginia include (1) assisting judicial officers in making initial bail release decisions or in reviewing and (2) amending the conditions of release on bail at subsequent hearings and to provide supervision of defendants placed in the custody of the program and assure compliance with the conditions of release imposed by a judicial officer.

### **Recommended Baseline Measures**

- Percent of low-risk and moderate-risk defendants admitted to jail or remaining in jail pending trial.
- Percent of individuals who fail to appear or commit new criminal offenses pending trial (broken down by risk level and by supervised vs. unsupervised pre-trial release).
- Bond types and amounts set by magistrates (by risk level).
- Recidivism rates (by offense seriousness level, by risk level, by supervised versus unsupervised pre-trial release, and by pretrial release versus pre-trial confinement; the group released pretrial could be further disaggregated to compare those released without being admitted to jail in pre-trial status to those admitted to jail but released to bond or pretrial supervision pending trial).

### **Recommended Outcome Measures**

- 90% of low risk individuals will be released with appropriate conditions in lieu of jail by January 2018.
- 85% pretrial court appearance rate by January 2018.
- 35% increase in number of bonds issued without cash as a condition by January 2018.
- 15% decrease in the number of bench warrants issued by January 2018.
- 75% of medium risk individuals will be released with appropriate conditions/monitoring in lieu of jail by January 2018.
- 80% pretrial release success rate by January 2018.

### **Data Available**

- Number of signature bonds set in 2015: 2052
- Number of cash bonds set in 2015: 1563
- Number of cash bonds posted in 2015: 857
- Number of bench warrants issued in 2015: 883
- Number of non-appearances on criminal cases in 2015: 1275

\*These numbers are not per case, but rather per event; one case may have multiple bonds set/warrants issued for non-appearances/have multiple non appearances.

### **Other Information Needed**

- An analysis on who is sitting in the jail pretrial and current bond practice. It is difficult to get aggregated data on who is sitting pretrial on cash bonds. A snapshot (day) in time is being used to try and evaluate this.

### **Workgroup Recommendation(s) for Policy/Practice Change**

- An independent pre-trial services agency should be established by Rock County. The agency will be on duty 24/7 and will conduct risk assessments at the police station or jail to determine release or detention. The defendant's participation will be voluntary and confidential. The agent would have the delegated authority to release low and moderate-risk people after using a validated risk assessment. Most releases would be without conditions. If a person is deemed to be high-risk, they should be held under a valid detention order for the protection of the public; cash bond would not be available.

## **Decision Point #4: Diversion and Deferred Prosecution**

### **Current Rock County Programs:**

Deferred Prosecution Program, Domestic Violence Intervention Program

### **(Enhanced) Deferred Prosecution Program**

### **Background**

- Deferred Prosecution is a program whereby a person facing criminal charges or is charged with a crime is diverted from the criminal court process. Upon successful completion of a Deferred Prosecution Agreement (DPA), charges are reduced or dismissed, pursuant to the terms of the DPA.
- Deferred Prosecution may allow an opportunity for low and medium risk defendants to participate in deferred prosecution programs to address criminogenic risks and needs to ultimately lower recidivism, increase public safety, make victims whole, and allocate more resources to higher risk individuals.

### **What the Research Says**

- Consistent with research indicating that criminal justice contact can increase offending risk (e.g., Loughran et al., 2009), both caution and intervention diversion programs have been shown to be more effective in reducing general recidivism compared to the more restrictive traditional forms of criminal justice processing (i.e., incarceration and probation). Primary Citations: Loughran, Mulvey, Schubert, Fagan, Piquero, & Losoya (2009); Wilson & Hoge (2013)
- Recidivism is more likely reduced when the justice system focuses on criminogenic needs, uses a cognitive behavioral approach, reserves more intensive services for the higher risk offender, and uses aftercare services. Primary Citation: Andrews (2007)
- The success of diversion programs is contingent on quality of program design and implementation. Diversion programs that include family-based interventions and demonstrate a high level of fidelity monitoring are especially promising insofar as reducing

recidivism rates among juvenile offenders. Primary Citation: Schwalbe, Gearing, MacKenzie, Brewer, & Ibrahim (2012)

- Diversion of non-violent drug offenders into substance abuse treatment as opposed to incarceration produces long-term cost savings. Primary Citation: Anglin, Nosyk, Jaffe, Urada, & Evans (2013)
- Services and more intensive supervision are most effective when directed to higher risk offenders. Primary Citation: Lowenkamp & Latessa (2004)

### **Goals**

- Reduce the number of low-risk offenders advancing through the system to the point of being charged, either by establishing a diversion program for low-risk offenders earlier in the system, using the current DPP for medium to high-risk offenders, or both.
- Reduce recidivism of offenders participating in the program(s).
- Ensure resources are used most efficiently by aligning the level of services provided to the risk-level of offenders.

### **Current Practice in Rock County**

- The Deferred Prosecution Program (DPP) in the District Attorney's Office provides counseling and programming to select individuals with criminal misdemeanor or ordinance offenses. To be eligible offenders must not have had a previous criminal misdemeanor or felony convictions. The program is offered post-charge, and those successfully completing the program have their charges dismissed or amended to County ordinance. In 2016, the budget for DPP and the Domestic Violence Intervention Program (DVIP) was \$331,163. Currently, no risk assessment tool is used to assign individuals to the program, although it is assumed that very low risk offenders are in the DPP program due to the types of offenses which qualify and the current background review completed, which takes into account schooling/employment history, family background, DV history, alcohol and drug use, mental health history, and criminal history. Typically there are six sessions attended by participants and there is no evidence-based curriculum being used.

### **Program Used Elsewhere**

- Milwaukee County. Milwaukee County has developed a continuum of programs, based on level of risk, into which offenders can be diverted at different decision points. This approach allows flexibility and is an approach that would allow Rock County's goals to be met. Research still needs to be done to determine where, organizationally, these services would be provided at different decision points.

### **Recommended Baseline Measures**

- Number of people being rejected from current DPP program and why.
- Breakdown of ethnicity, gender, and race of current DPP participants.
- Number of people eligible for Enhanced DPP based on offense type.
- Risk level of potential Enhanced DPP participants.

### **Recommended Outcome Measures**

- 70% of program participants that successfully complete DPP will remain conviction free within 3 years of completion.

- 80% of participants will remain charge free while in the program.
- 80% of participants will successfully complete DPP by May 2018.
- Historically disadvantaged populations will participate at a rate equal to other populations by December 2018.

### **Data Available**

- Data for DPP in 2014: 129 intakes, 10 declined, 21 not eligible/accepted, 24 referred back to court for non-compliance, 1 pending, 73 completions.
- Data for DPP in 2015: 140 intakes, 4 declined, 31 not eligible/accepted, 29 referred back to court for non-compliance, 10 still pending, 66 completed.

### **Workgroup Recommendation(s) for Policy/Practice Change**

- The Deferred Prosecution Program should be enhanced to include low and medium risk individuals with various levels of need. This should be a program based on criminogenic risk.

## **Domestic Violence Intervention Program (DVIP)**

### **Background & Current Practice in Rock County**

- The purpose of Rock County's Domestic Violence Intervention Program (DVIP) is to end violence by the perpetrator and keep all family members safe. DVIP is interested in teaching the abuser consequences for his/her violent choices and instilling new beliefs and actions to stop the intimidation, controlling tactics, and violence. The prosecuting attorney must refer the offender to the program.
- Programming for the abuser often includes referrals to outside agencies for alcohol and drug treatment, individual or group counseling, and parenting classes, in addition to the DV Intervention groups, which use the Duluth Model and cognitive behavioral therapy.
- In 2016, the budget for the Deferred Prosecution (DDP) and DVIP was \$331,163. Currently, no risk assessment tool is used to assign individuals to the program, although it is assumed that offenders with varying risk levels are in the DVIP program due to the types of offenses which qualify and the current background review completed, which takes into account schooling/employment history, family background, DV history, alcohol and drug use, mental health history, and criminal history.

### **What the Research Says:**

- Statistically, Duluth-based programming have no effect on recidivism rates, while various non-Duluth group-based DV treatments (e.g., cognitive behavioral therapy, substance abuse treatment, etc.) show more promising results (i.e., a reduction in domestic violence reoffending of 33%). Primary Citation: Miller, Drake, & Nafziger (2013)
- Research has demonstrated the Duluth Model's negligible success in reducing violent behavior among justice-involved individuals and the superiority of cognitive behavioral models. Primary Citation: Feder & Wilson (2005)

### **Goals**

- Decrease the amount of recidivism for DV offenders that complete the DVIP program.

### **Recommended Baseline Measures**

- Number of DV charges filed in Rock County in the past year.
- Number of potential participants with eligible offenses.
- Risk level of potential participants.

### **Recommended Outcome Measures**

- 75% of successful DVIP participants will not have another DV offense within three years after completion of the program.
- 60% of DVIP participants will successfully complete the program.

### **Data Available**

- Data for 2014: 170 intakes, 22 declined, 44 not eligible/accepted, 41 referred back to court for non-compliance, 2 pending, 61 completions.
- Data for 2015: 122 intakes, 6 declined, 33 not eligible/accepted, 13 referred back to court non-compliant, 14 still pending, 56 completions.
- In 2015, according to PROTECT, there were a total of 1,049 Domestic Violence arrests. These include, ordinance violations, misdemeanors, and felony cases combined. There is no way to track them individually.

### **Workgroup Recommendation(s) for Policy/Practice Change**

- It is recommended the DVIP program use evidence-based curriculum(s) to provide appropriate and effective services to DV clients.

## **Decision Point #4: Plea**

### **Current Rock County Programs:**

Drug Court, (Veterans Court not addressed in this report as no direct county funds are used)

### **Drug Court**

### **Background & Current Practice in Rock County**

- Drug Court is a court-monitored AODA treatment program either pre-adjudication or as an ATR. Clients are required to attend groups as well as meet with his/her case manager for individual counseling sessions. The Rock County Human Services Department provides evidence-based treatment and case management services. To assist participants further, referrals may be made regarding employment, housing, education or other specialized needs. Co-occurring services and access to psychiatry and medication assisted treatment are provided. Only medium to high risk offenders are allowed into the program. An LSI-R: SV and ASAM are conducted to determine eligibility. A full biopsychosocial assessment and criminogenic risk assessment are conducted upon entry into the program.
- Currently \$305,000 of grants (approx. \$111,000 TAD), fees (\$100 at intake and \$10/week there after), and tax levy fund the program with additional services (1 case

manager/treatment provider, psychiatry time, and mediation assisted treatment) being funded through the Human Services Treatment Alternatives Program (TAP) grant.

- An evaluation by an independent evaluator from UW-W was conducted in fall 2015 showed overall adherence to Treatment Court Standards and outcomes on par with national averages.

### **What the Research Says:**

- Diversion of non-violent drug offenders into substance abuse treatment as opposed to incarceration produces long-term cost savings. Primary Citation: Anglin, Nosyk, Jaffe, Urada, & Evans (2013)
- The net economic benefit per drug court participant can range from \$3,000 to \$13,000. Primary Citation: Carey, Finigan, Crumpton, & Waller (2006)
- Drug courts should consider adopting a pre-plea or post-plea model, providing offenders with incentives for completion, and using cognitive behavioral techniques. Primary Citation: Wilson, Mitchell, & MacKenzie (2006)
- Drug court processing results in superior outcomes over traditional justice system processing for drug-involved individuals. Specifically, drug courts have been shown to reduce recidivism by an average of 8 to 26%, with the most effective drug courts achieving crime reduction results of 35 to 40%. Primary Citations: Lowenkamp, Holsinger, & Latessa (2005); Shaffer (2006)
- A review of 50 studies of 55 drug courts found that the recidivism rate (for both drug and non-drug offenses) was lower on average for drug court participants than for those in the comparison group (38% compared to 50%). Primary Citation: Mitchell, Wilson, Eggers, & MacKenzie (2012)
- Recidivism is more likely reduced when the justice system focuses on criminogenic needs, uses a cognitive behavioral approach, reserves more intensive services for the higher risk offender, and uses aftercare services. Primary Citation: Andrews (2007)

### **Goals**

- To reduce recidivism of medium to high risk offenders with a substance abuse need.

### **Program Used Elsewhere**

- There are over 2,500 drug courts in operation nationally.

### **Recommended Baseline Measures**

- Number of drug related arrests.
- Number of drug related charges.
- Number of people that utilize the HSD AODA walk-in clinic.
- Drugs of choice of AODA walk-in clinic clients.

### **Recommended Outcome Measures**

- 65% of program participants will complete their recommended treatment.
- 65% of all drug tests will be negative while in the program.
- 75% of program participants will not be convicted of another offense while participating in Drug Court.

- 95% of program participants develop an aftercare plan before graduation.
- 80% of program participants will not be convicted of another offense one year after program completion, 75% after two years, and 70% after three years.
- 80% of program participants will be enrolled in an educational program or be employed full-time by the time they graduate from the program.
- The number of participants that successfully complete the program will be at a rate at or better than the national average.

### **Data Available**

- Rock County started its Drug Court in April 2007, and has had 518 total participants and 250 successful graduates as of April 15, 2016.
- The Drug Court has a retention rate of 55%, which is above the national average for drug treatment court programs. (Dr. Gregory evaluation January 2016)
- Graduation rates between African American and White participants are similar (48% vs. 49%). (Dr. Gregory evaluation January 2016)
- For all years, the crime rates for program graduates have significantly declined. (Dr. Gregory evaluation January 2016)
- The recidivism rates for program graduates have significantly declined. (Dr. Gregory evaluation January 2016)
- July 2015-June 2016 risk level of participants: 11 scored high on overall criminogenic need and 17 moderate overall criminogenic need.

### **Workgroup Recommendation(s) for Policy/Practice Change**

- The workgroup recommends an evaluation of the cost of the program based on number of participants served to determine if the program is “right sized.”

## **Decision Point #6: SENTENCING**

### **Current Rock County Programs:**

OWI Court, Community Service Program, Rock County Education and Criminal Addictions Program (RECAP) (see decision point #7 below)

### **OWI Court**

### **Background & Current Practice in Rock County**

- The Rock County OWI Court's mission is to improve public safety by producing sober drivers. The court incorporates research driven principles and accountability to save money, lives, and create a better community.
- It is a voluntary, post-adjudication specialty court created to reduce recidivism by allowing OWI 3rd Offense defendants to participate in substance abuse treatment under judicial and community supervision. Funding is currently through DOC Act 100 funds and an IDP Enhancement grant. Through Act 100, additional resources through DOC (which funds the treatment through the program) are only allowable for 2<sup>nd</sup> and 3<sup>rd</sup> offense OWI offenders.

- Participants receive services through a traditional treatment court model; services are provided by the Rock County Human Services Department. Staff is dually licensed and provided evidence-based treatment and case management. A validated risk assessment, COMPAS, is used to provide criminogenic risk information for case planning.

### **What the Research Says:**

- Diversion of non-violent drug offenders into substance abuse treatment as opposed to incarceration produces long-term cost savings. Primary Citation: Anglin, Nosyk, Jaffe, Urada, & Evans (2013)
- In a study of three Michigan DWI Courts, DWI court participants were up to 19 times less likely to be re-arrested for DWI than a DWI offender in a traditional court.
- In a study funded by NHTSA of three Georgia DWI Courts, DWI court participants had a 15% recidivism rate versus 24% for traditional courts. In the same Georgia study, it is estimated that DWI Courts resulted in between 47 and 112 fewer DWI arrests for those jurisdictions.

### **Goals**

- Reduce the number of individuals charged with 3rd offense OWI from re-offending.

### **Program Used Elsewhere**

- OWI Courts exist all over the country. Counties in Wisconsin that are running OWI Courts include: Waukesha County Alcohol Treatment Court provides supervision and case management to 3<sup>rd</sup> and 4<sup>th</sup> offense drunk drivers post-conviction; Jefferson County Alcohol Treatment Court provides services to 3<sup>rd</sup>, 4<sup>th</sup>, and 5<sup>th</sup> offense OWI offenders; Marathon County OWI Court serving 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> offense OWI offenders; and LaCrosse County OWI Court serving 2<sup>nd</sup> offense OWI offenders and above.

### **Recommended Baseline Measures**

- Number of third offense OWIs charged in Rock County.
- Number of fourth offense OWIs charged in Rock County.

### **Recommended Outcome Measures**

- 75% of program participants will complete their recommended treatment.
- 75% of all drug tests will be negative while in the program.
- 85% of program participants will not be convicted of another offense while participating in Drug Court.
- 95% of program participants develop an aftercare plan before graduation.
- 90% of program participants will not be convicted of another offense one year after program completion, 85% after two years, and 80% after three years.
- 85% of program participants will be enrolled in an educational program or be employed full-time by the time they graduate from the program.
- The number of participants that successfully complete the program will be at a rate at or better than the national average.

### **Other Information Needed**

- How many 4<sup>th</sup> offense offenders may be eligible for an expanded OWI Court and possible funding options to treat/manage these individuals?

### **Data Available**

- In 2015, PROTECT data indicates there were 18 OWI-4ths that were CF (Criminal Felony) cases and 25 OWI 4ths that were CT (Criminal Traffic).

### **Workgroup Recommendation(s) for Policy/Practice Change**

- Increase the impact of the program by expanding eligibility to include 4<sup>th</sup> offense OWIs, which could have a greater impact by reducing the number of days offenders would be in jail and reduce recidivism of OWI offenders, thus protecting public safety.

## **Community Service Program**

### **Background**

- Community Service Programs may allow justice system debts be repaid through service to the community as opposed to incarceration.

### **What the Research Says:**

- In a study comparing misdemeanor community service-sentenced offenders to a control group of fine-sanctioned offenders, no overall effect on recidivism was revealed (when examining within-program and post-program recidivism rates), although post-program completion recidivism rates were lower for community service sentenced offenders (Bouffard & Muftic, 2007). This study suggested that community service was at least as effective as fines for misdemeanor offenders. As with the other studies, the authors suggest that the unpaid labor to local agencies and business offers considerable added value.
- When exploring the potential benefits of a community service program for repeat misdemeanor and non-violent offenders, Caputo (1999) found high completion rates for community service-sentenced offenders. They further noted that representatives from the service-receiving agencies reported: (a) satisfaction and benefit from the work provided; (b) perceptions that the public and, to a lesser degree, offenders benefit from the work experiences; and (c) belief that community service provides a worthwhile mechanism for punishing non-violent offenders in a productive manner.
- In an early analysis of one community service program, the investigator did not report statistically significant differences in recidivism between community service and jail sentenced offenders (McDonald, 1986). However, it was reported that (a) cost savings were realized because of diversion from jails and low program operational costs; (b) judges and other community stakeholders viewed the program favorably; and (c) the monetary value of the unpaid labor arguably benefitted the community.

### **Goals**

- Divert offenders from more costly confinement in the jail.
- Reduce the percentage of lower risk offenders admitted to the jail.
- Increased accountability, structure, and responsibility for offenders.

- Visible, tangible punishment without limited financial costs to the system.
- Restoration and reparation (i.e., “giving back”) to the community.
- Opportunities to enhance job skills and experiences for offenders.
- Support for prosocial, productive involvement of offenders in the community.
- Use resources effectively so as to ensure efforts are not duplicated.

### **Current Practice in Rock County**

Community service in Rock County is provided in at least four ways:

1. Rock County pays Rock Valley Community Programs (RVCP) \$60,755 in tax levy support to operate its Alternative Service Program, which coordinates and monitors community service placements for adults and juveniles sentenced to community service by the courts or ordered to participate as part of probation. In 2014 the program provided 10,005 hours of community service for 216 adult clients; 79% completed their required service.
2. The Rock County Sheriff’s Office (RCSO) operates the Workender program, which places select inmates who owe fines at non-profit or charitable organizations to complete service work overseen by the RCSO until their fines are paid off at a rate of \$50/day. In 2014, 214 inmates provided more than 11,000 hours of service for 117 organizations.
3. Department of Corrections (DOC) agents individually place individuals under supervision at sites as a sanction for violating conditions of probation.
4. Deferred Prosecution have some contracts that specify a specific amount of community service hours to successfully fulfill the contract. DPP staff monitors this and assists in determining where clients perform community service.

### **Program Used Elsewhere**

- Community service as a part of sentences and sanctions is used all over Wisconsin.

### **Recommended Baseline Measures**

- Number of community service participants in 2015 through RVCP, Workender, or Probation.
- Number of successful community service completion from participants in 2015 through RVCP, Workender, or Probation.
- Number of hours of community service completed through participants in 2015 through RVCP, Workender, or Probation.
- Risk level of participants in 2015 through RVCP, Workender, or Probation.

### **Recommended Outcome Measures**

- 95% of participants will successfully complete their community service as ordered in 2015 through RVCP, Workender, or Probation.

### **Other Information Needed**

- Additional data analysis is necessary to determine whether outcomes warrant the current use of resources.

### **Data Available**

RVCP Data:

2015	County Dollars	Office Budget	Location	CY Refer	Clients	Hours Assigned	Hours Done	Drugs	Property	Assault	Other	Total
	\$60,755	\$33,525 (salary)	Beloit		46 (probation)	2,303	1,435	9	4	7	13	33
		\$14,471 (fringe)			7 (fine/other)	602	544	1	7	3	0	11
		\$14,581 (operating)			53	2,905	1,979					
		\$62,577 (Request)		133								
			Janesville		70 (probation)	3,571	1,628	13	11	9	14	47
					104 (fine/other)	4,783	5,203	12	6	9	7	34
					174	8,354	6,831					
			Total		227	11,259	4,852					
			Per Client/Hr		\$267.64	\$5.40	\$12.52					
2016	County Dollars	Office Budget	Location	CY Refer	Clients	Hours Assigned	Hours Done	Drugs	Property	Assault	Other	Total
	\$60,755	\$33,525 (salary)	Beloit		64 (probation)	3,029	2,836	22	16	33	21	92
		\$14,471 (fringe)			8 (fine/other)	353	213	2	1	2	0	5
		\$14,581 (operating)			72	3,382	3,049					
		\$62,577 (Request)		130								
			Janesville		54 (probation)	2,802	2,286	10	15	12	13	50
					67 (fine/other)	2,715	4,670	9	2	8	4	23
					121	5,517	6,956					
			Total		193	8,899	10,005					
			Per Client/Hr		\$314.79	\$6.83	\$6.07					
*CY Refer= Current Year Referral for Janesville and Beloit												
**Clients= CY Referrals + Prior Year Carryover												

### Workgroup Recommendation(s) for Policy/Practice Change

- The workgroup is not looking to add or replicate an existing community service program already used in Rock County. Rather, it should be considered whether the use of resources for community service is consistent with the priority placed on the program(s) and efforts are not duplicative. Additional data analysis is necessary to determine whether outcomes warrant the current use of resources.

## **Decision Point #7: JAIL INTERVENTIONS**

### **Current Rock County Programs:**

Electronic Monitoring, RECAP

### Electronic Monitoring

#### Background

- Electronic monitoring allows for offenders to be monitored while out in the community. This saves money by avoiding incarceration costs and allowing offenders to stay with their families, work/continue to be productive citizens, and attend treatment/address medical concerns.

#### What the Research Says:

- Higher levels of security within institutions can exert criminogenic effects. Prison administrators might experiment with classification thresholds to ensure the least restrictive conditions possible given one's level of risk. Primary Citation: Gaes & Camp (2009)

- Offenders sentenced to a term of imprisonment were significantly more likely to recidivate than those referred to a community-based diversion program. Primary Citation: Bales & Piquero (2012)
- While the research suggests that pretrial supervision can help achieve better court appearance or public safety rates, the research concerning the efficacy of particular variations of general supervision or particular techniques reflecting specific conditions or interventions (such as drug testing or electronic monitoring) is often limited, inconclusive, or has shown no effect on pretrial misbehavior. Primary Citations: Lowenkamp & VanNostrand (2013); VanNostrand, Rose, & Weibrecht (2011)

### **Goals**

- Reduce costs related to housing offenders in the jail.
- Increase public safety by monitoring offenders in the community and by assigning appropriate offenders, based on risk level, to the program.

### **Current Practice in Rock County**

- The Rock County Sheriff's Office administers the electronic monitoring program to track and restrict inmates in the community who have been sentenced to the jail. Eligibility criteria include no sex crimes, fresh felony drug charges, or certain domestic offenses. Criteria also include past behavior in the jail or past program failures. No formal risk assessment is used. In 2014 the program averaged 56 inmates per day and saved Rock County an estimated \$1.3 million in jail bed days.

### **Program Used Elsewhere**

- Electronic monitoring is used widely across the country. Implementing a validated risk assessment tool used to determine risk level would improve the program's ability to meet its goals.

### **Recommended Baseline Measures**

- Risk level of people on electronic monitoring.
- Risk level of jail population as a whole.
- Number of people participating in electronic monitoring through the jail.

### **Recommended Baseline/Outcome Measures**

- 85% of people will not have another criminal offense while on electronic monitoring.

### **Data Available**

- In 2015 average of 52 people on Electronic Monitoring per day.

### **Workgroup Recommendation(s) for Policy/Practice Change**

- The workgroup recommends looking at an objective risk assessment tool to help guide decisions about who is eligible for release on electronic monitoring.

## **Rock County Education and Criminal Addictions Program (RECAP)**

### **Background & Current Practice in Rock County**

- RECAP is a five-month in-jail AODA program providing a wide variety of evidence-based risk reduction programming. Clients are referred to the program by the court or DOC as an ATR. In 2015 the cost of the program was \$303,235. There is no determination of criminogenic risk level as criteria for participating in the program.

### **What the Research Says:**

- Recidivism is more likely reduced when the justice system focuses on criminogenic needs, uses a cognitive behavioral approach, reserves more intensive services for the higher risk offender, and uses aftercare services. Primary Citation: Andrews (2007)
- In general, community-based reentry programs tend to yield positive outcomes – particularly when they include housing assistance and aftercare components. Primary Citation: Wright, Zhang, Farabee, & Braatz (2014)
- Particularly in the absence of community supervision, reentry programs (such as Project Re-Connect in St. Louis, MO) that address multiple service needs and link offenders to important services (e.g., housing, education, transportation) play a crucial role in the successful reintegration of offenders. Primary Citation: Wikoff, Linhorst, & Morani (2012)
- Research indicates a relationship between the integrity with which a correctional program is implemented and recidivism outcomes. Primary Citation: Lowenkamp & Latessa (2004)
- The majority of services and more intensive supervision should be directed to higher risk offenders. Primary Citation: Lowenkamp & Latessa (2004)
- Correctional interventions that are grounded in the principles of risk/need/responsivity produce recidivism reductions in the most cost-effective manner. Primary Citation: Romani, Morgan, Gross, & McDonald (2012)

### **Goals**

- Reduce recidivism by providing AODA and other risk-based reduction programming.

### **Program Used Elsewhere**

- The components of RECAP are evidence-based and are used in numerous other jurisdictions; however, RECAP's specific combination of programming is unique to Rock County. In-jail AODA programs have less successful long-term outcomes if it does not have a corresponding component upon release in the community.

### **Recommended Baseline Measures**

- Number of drug related arrests.
- Number of drug related charges.
- Number of people that utilize the HSD AODA walk-in clinic.
- Drugs of choice of AODA walk-in clinic clients.
- Risk level of people participating in RECAP.

### **Recommended Outcome Measures**

- 75% of program participants will complete their recommended treatment.
- 85% of all drug tests will be negative while in the program.

- 95% of program participants develop an aftercare plan before graduation.
- 80% of program participants will not be convicted of another offense one year after program completion, 75% after two years, and 70% after three years.

**Data Available**

- 2014: Served 130 clients.
- Capacity at any given time is 33.

**Workgroup Recommendation(s) for Policy/Practice Change**

- The workgroup recommends an outcome evaluation of RECAP to demonstrate whether the program is meeting its goals.
- The workgroup recommends looking at an objective criminogenic risk assessment tool to help guide decisions about who is eligible for the program.
- The workgroup recommends looking at a corresponding component to RECAP upon release from incarceration providing services in the community.

**Decision Point #8: LOCAL INSTITUTIONAL RELEASE**

**Current Rock County Programs:**

Justice and Mental Health Reentry Project

**JMHCP Reentry Program**

**Background & Current Practice in Rock County**

- A reentry social worker provides wraparound case management to inmates with a mental illness (including those with co-occurring disorders) to facilitate their transition back into the community. This is done by using evidence-based practices and principles and connecting them with community-based services and support, including applying for benefits, integrated mental health and AODA treatment services, medications, housing, education, transportation, and other needs as necessary.
- This service is currently being provided through a Justice and Mental Health Collaboration Project (JMHCP) grant, which ends at the end of September 2016. The Human Services Department and Sheriff’s Office have included funds in the 2016 budget to sustain the program through 2016.
- Human Services staff and Sheriff’s Office staff have identified this program as a need.

**What the Research Says:**

- According to a recent study, only 7.5% of crimes committed by offenders suffering from mental illness were directly related to symptoms of the illness; fewer than 1 in 5 crimes (18%) were either directly related or mostly related to mental illness. Primary Citation: Peterson, Skeem, Kennealy, Bray, & Zvonkovic, 2014

**Goals**

- Identify and engage mentally ill inmates eligible for reentry services.
- Reduce recidivism of program participants.

- Provide eligible offenders with assistance in obtaining eligible benefits.
- Provide eligible offenders with mental health and AODA treatment services.
- Provide eligible offenders with employment, education, and housing assistance.
- Provide eligible offenders with case management until permanent linkages are established in the community.
- Decrease functional impairment in major life areas including employment, social, and activities of daily living related to systems of MI/COD.

### **Program Used Elsewhere**

- Reentry services for general inmates, as well as those with specific needs, such as mental health, are provided at many jails across the country. The JMHCP grant, as well as the Second Chance Act grant provide opportunities for funding to start or expand these types of programs.

### **Recommended Baseline Measures**

- Number of mentally ill inmates eligible for reentry services.
- Number of eligible offenders provided with assistance in obtaining eligible benefits.
- Number of eligible offenders provided with mental health and AODA treatment services.
- Number of eligible offenders provided with employment, education, and housing assistance.
- Number of eligible offenders provided with case management until permanent linkages are established in the community.

### **Recommended Outcome Measures**

- 60% of JMHCP participants will not recidivate within three years after discharge from the program.
- 75% of participants that establish/maintain permanent services in the community within one year of program completion.
- 100% of participants will be treated for mental health AODA, or co-occurring disorder.
- 75% of participants will obtain employment, education, or housing services while in the program.
- Reduce the number of people booked into jail with identified behavioral health needs as indicated on the Brief Jail Mental Health Screen by 10% within one year after implementation.
- Reduce the number of emergency mental health detentions by 10% within 1 year after implementation.

### **Other Information Needed**

- Evaluation of data/outcomes from the program to gauge effectiveness of the program.

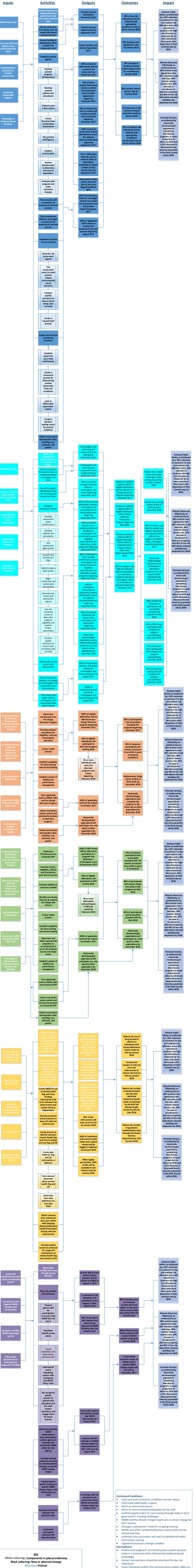
### **Data Available**

- Number of Brief Jail Mental Health Screens that were flagged for follow-up: 576
- Number of people in the jail who were flagged on Brief Jail Mental Health Screen and are currently in jail for a non-violent offense (eligible) in 2015: 490
- Total number of participants in 2015: 53

**Workgroup Recommendation(s) for Policy/Practice Change**

- Keep a reentry social worker in the jail to assist in reentry planning/release through joint HSD/Sheriff's funding or other funding source (grant?).

# ROCK COUNTY, WI SYSTEM-WIDE LOGIC MODEL



## Pretrial Work Plan—Rock County

<b>Harm Reduction Goal (Impact)</b>	<p>1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.</p> <p>2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.</p> <p>3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.</p>					
<b>Outcome 1</b>	90% of low risk individuals will be released with appropriate conditions in lieu of jail by January 2018					
<b>Outcome 2</b>	85% pretrial court appearance rate by January 2018					
<b>Outcome 3</b>	35% increase in number of bonds issued without cash as a condition by January 2018					
<b>Outcome 4</b>	15% decrease in the number of bench warrants issued by January 2018					
<b>Outcome 5</b>	75% of medium risk individuals will be released with appropriate conditions/monitoring in lieu of jail by January 2018					
<b>Outcome 6</b>	80% pretrial release success rate by January 2018					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Review the literature on empirically-based pretrial risk tools	11/16	Elizabeth P.M.	EBDM Policy Team	Time	
<b>Activity 2</b>	Secure consensus from EBDM Policy Team on empirically-based pretrial risk tool	11/16	Chair Eric N.	Elizabeth P.M.	Time	EBDM Policy Team
<b>Activity 3</b>	Secure funding to develop/purchase pretrial risk assessment tool	11/16	Josh S.	County Board	Time and Money	EBDM Policy Team
<b>Activity 4a</b>	Establish pretrial agency: Develop pretrial program infrastructure	3/2017	Josh S.	EBDM Policy Team, County Board	Time and Money	
<b>Activity 4b</b>	Establish pretrial agency: select/create a data system	3/2017	Dara M.	EBDM Policy Team	Time & Money	
<b>Activity 4c</b>	Establish pretrial agency: Develop pretrial policies and procedures, and bond matrix	4/2017	Elizabeth P.M.	EBDM Policy Team	Time	
<b>Activity 4d</b>	Establish pretrial agency: Create flowchart how to distribute assessments	4/2017	Elizabeth P.M.	EBDM Policy Team	Time	
<b>Activity 4e</b>	Establish pretrial agency: Determine who will conduct pilot	4/2017	Josh S.	EBDM Policy Team	Time and Money	

<b>Activity 4f</b>	Establish pretrial agency: Conduct pretrial pilot	4/2017	Dara M.	Elizabeth P.M.	Time and Money	Jail staff
<b>Activity 4g</b>	Establish pretrial agency: Collect baseline data to determine risk level of population, including demographic data, including race, ethnicity, and gender	4/2017	Dara M.	Elizabeth P.M.	Time	Jail staff
<b>Activity 4h</b>	Establish pretrial agency: Evaluate pilot program and make necessary changes	5/2017	Josh S.	EBDM Policy Team	Time	
<b>Activity 4i</b>	Establish pretrial agency: Hire pretrial staff/agency	7/2017	Josh S.	EBDM Policy Team	Time and Money	
<b>Activity 5</b>	Train pretrial staff on pretrial risk assessment tool and process	8/2017	Elizabeth P.M.	EBDM Policy Team	Time and Money	Subject matter expert
<b>Activity 6</b>	Train prosecutors, defense, and judges on pretrial risk assessment tool and process	8/2017	David O., Eric N., Judge Bates	EBDM Policy Team	Time	Subject matter expert
<b>Activity 7</b>	Implement pretrial risk assessment	9/2017	Pretrial Staff	Courts, DA, PD/Defense	Time and Money	
<b>Activity 8</b>	Generate risk assessment reports	9/2017	Pretrial Staff	Courts, DA, PD/Defense	Time and Money	
<b>Activity 9</b>	Use assessment scores to make pretrial release recommendations & decisions	9/2017	Courts, DA, PD/Defense	Pretrial Staff	Time	
<b>Activity 10</b>	Conduct quality assurance to ensure tool is being used correctly	12/2017	Elizabeth P.M.	Evaluator TBD	Time and Money	
<b>Activity 11a</b>	Explore pretrial bail monitoring functions: Establish system for court date notifications	6/2017	Steve M.	EBDM Policy Team	Time and Money	
<b>Activity 11b</b>	Explore pretrial bail monitoring functions: Create a structured process for determining pretrial supervision level and conditions	6/2017	Steve M.	EBDM Policy Team	Time	
<b>Activity 11c</b>	Explore pretrial bail monitoring functions: Look at differential supervision models	6/2017	Steve M.	EBDM Policy Team	Time	
<b>Activity 11d</b>	Explore pretrial bail monitoring functions: Create a decision making matrix for pretrial violations	8/2017	Steve M.	EBDM Policy Team	Time	
<b>Activity 11e</b>	Explore pretrial bail monitoring functions: Create a “second look” process	9/2017	Steve M.	EBDM Policy Team	Time	
<b>Activity 12</b>	Continue to collect and analyze demographic data, including race, ethnicity, and gender	9/2017	Dara M.	Elizabeth P.M.	Time and Money	

<b>Activity 13</b>	Implement bail monitoring program	1/2018	Josh S.	EBDM Policy Team	Time and Money	
<b>Potential Barriers</b>	Pretrial risk assessment and monitoring is completely new for Rock County and will be a culture change for justice system partners; concern timeline overly ambitious; cost/resources of providing pretrial assessment and services; defendants may be skeptical to participate because they are distrustful of the justice system and may think pretrial risk tools results may be harmful to them; skepticism by attorneys					
<b>Strategies to Address Barriers</b>	Agency/stakeholder specific education/training on risk tools; community education on risk tools to obtain buy-in and understanding; continue to meet with all parties to develop trust on how risk tools will be used; experience and training; collect data and disseminate results; continual assessment of timeline and adjusting timeline when necessary to fulfill goals					

## Criminogenic Risk Screens & Assessments—Rock County

<b>Harm Reduction Goal (Impact)</b>	<p>1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.</p> <p>2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.</p> <p>3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.</p>					
<b>Outcome 1</b>	Reduce the number of low risk people beginning a new period of probation by 50% by March 2018					
<b>Outcome 2</b>	Misdemeanor filings will be at 85% of 2015 levels by December 2018					
<b>Outcome 3</b>	90% of medium and high risk people beginning a new period of probation will be referred to a program to address their criminogenic needs by September 2017					
<b>Outcome 4</b>	Historically disadvantaged populations will participate in alternative programs at a rate equal to other populations by December 2018					
<b>Outcome 5</b>	80% of Deferred Prosecution participants will successfully complete the program by May 2018					
<b>Outcome 6</b>	85% of OWI Court participants will successfully complete the program by September 2019					
<b>Outcome 7</b>	70% of Veterans Court participants will successfully complete the program by September 2019					
<b>Outcome 8</b>	50% of Drug Court participants will successfully complete the program by September 2019					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Review the literature on empirically-based criminogenic risk tools	October 2016	Elizabeth P.M.	EBDM Policy Team	Time	
<b>Activity 2</b>	Secure consensus from policy team on empirically-based criminogenic risk tools	November 2016	Elizabeth P.M.	EBDM Policy Team	Time	
<b>Activity 3</b>	Secure funding to develop/purchase risk screening and assessment tools	November 2016	Josh S.	County Board	Money & Time	EBDM Policy Team
<b>Activity 4</b>	Determine data to be collected	January 2017	Elizabeth P.M.	EBDM Policy Team	Time	
<b>Activity 5a</b>	Establish Assessment Center: Develop assessment center infrastructure	March 2017	Josh S.	EBDM Policy Team	Money & Time	
<b>Activity 5b</b>	Establish Assessment Center: Select/create a data system	March 2017	Dara M.	EBDM Policy Team	Money & Time	
<b>Activity 5c</b>	Establish Assessment Center: Develop policies and procedures	April 2017	Elizabeth P.M.	EBDM Policy Team, Corp Counsel	Time	
<b>Activity 5d</b>	Establish Assessment Center: Determine staff to conduct risk assessment	April 2017	Josh S.	EBDM Policy Team	Money & Time	

	pilot and allocate appropriate resources					
<b>Activity 5e</b>	Establish Assessment Center: Conduct risk assessment pilot	April 2017	Dara M.	Elizabeth P.M.	Money & Time	Jail Staff
<b>Activity 5f</b>	Establish Assessment Center: Collect data and evaluate risk assessment pilot and make necessary changes	May 2017	Josh S.	Elizabeth P.M., EBDM Policy Team	Money & Time	
<b>Activity 5g</b>	Establish Assessment Center: Hire assessment agency/staff	July 2017	Josh S.	EBDM Policy Team	Money & Time	
<b>Activity 5h</b>	Establish Assessment Center: Train assessment staff	August 2017	Elizabeth P.M.	Trainers TBD, Assessment staff	Money & Time	
<b>Activity 5i</b>	Establish Assessment Center: Begin conducting risk screens and assessments	September 2017	Assessment Center Personnel	Judges, Prosecutors, Defense/ Public Defenders	Money & Time	Jail staff
<b>Activity 5j</b>	Establish Assessment Center: Generate risk screen and assessment reports	September 2017	Assessment Center Personnel	Judges, Prosecutors, Defense/ Public Defenders	Money & Time	
<b>Activity 5k</b>	Establish Assessment Center: Use risk screening scores to determine program eligibility and need for further assessment	September 2017	Assessment Center Personnel	Judges, Prosecutors, Defense/ Public Defenders	Time	
<b>Activity 5l</b>	Establish Assessment Center: Conduct quality assurance to ensure tools are being used correctly	November 2017	Steve M.	Elizabeth P.M.	Money & Time	
<b>Activity 5m</b>	Establish Assessment Center: Collect and analyze data on risk screens and assessments	November 2017	Dara M.	Elizabeth P.M.	Money & Time	
<b>Activity 6</b>	Train Assessment Center staff on risk assessment tools and process	July 2017	Elizabeth P.M.	Assessment Center Personnel, other trainers	Money & Time	
<b>Activity 7</b>	Train prosecutors, defense, and judges on risk assessment tools and process	August 2017	David O., Eric N., Judge Bates		Money & Time	State Public Defender, County Bar Association

<b>Activity 8</b>	Collect and analyze data and make necessary changes in procedure and use for future justice system enhancements.	January 2018	Elizabeth P.M.	Assessment Center Personnel, EBDM Policy Team	Money & Time	
<b>Activity 9</b>	Continue to use Risk Assessments to guide decisions at each decision point	January 2018	Elizabeth P.M.	Assessment Center Personnel, EBDM Policy Team	Money & Time	
<b>Potential Barriers</b>	Belief by some criminal justice partners (including attorneys, law enforcement, etc.) that risk tools are biased and unreliable; public's lack of understanding about risk tools use and importance; defendants may be skeptical to participate because they are distrustful of the justice system and may think risk tools results may be harmful to them; using risk tools is a culture change for Rock County; outstanding litigation over COMPAS; concern timeline is overly ambitious					
<b>Strategies to Address Barriers</b>	To change beliefs, there needs to be agency/stakeholder specific education/training on risk tools; community education on risk tools to obtain buy-in and understanding; continue to meet with all parties to develop trust on how risk tools will be used; experience and training; collect data and disseminate results; continual assessment of timeline and adjusting timeline when necessary to fulfill goals					

### Pre-Charge Diversion Program—Rock County

<b>Harm Reduction Goal (Impact)</b>	<p>1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.</p> <p>2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.</p> <p>3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.</p>					
<b>Outcome 1</b>	80% of participants will successfully complete the program beginning December 2017					
<b>Outcome 2</b>	85% of program participants will remain conviction free within 3 years of program completion					
<b>Outcome 3</b>	Misdemeanor filings will be at 85% of 2015 levels beginning December 2018					
<b>Outcome 4</b>	Historically disadvantaged populations will complete the program at the same rate as other populations by December 2018					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Research other pre-charge diversion programs to determine appropriate structure for Rock County	11/2016	Elizabeth P.M.	David O. & Josh S., Gina C. & EBDM Policy Team	Time	
<b>Activity 2</b>	Determine infrastructure for Pre-charge Diversion Program	1/2017	David O.	Josh S., EBDM Policy Team	Time	
<b>Activity 3</b>	Develop policies/procedures for eligibility, referrals, and program operation	3/2017	Gina C.	David O., DPP Staff, EBDM Policy Team	Time	
<b>Activity 4</b>	Create intake process	3/2017	Gina C.	David O., DPP Staff, EBDM Policy Team	Time	
<b>Activity 5</b>	Develop flow chart of the Pre-Charge Diversion process	3/2017	Gina C.	David O., DPP Staff, EBDM Policy Team	Time	
<b>Activity 6</b>	Determine appropriate program or curriculum for use in the program—anticipated population low risk/low need offenders, which requires very limited intervention (ie. Video and journaling used in Eau Claire)	3/2017	Gina C.	David O., DPP Staff, EBDM Policy Team	Time and Money	

<b>Activity 7</b>	Create/Buy data system and determine what data to be tracked	4/2017	Dara M.	Gina C., EBDM Policy Team	Time and Money	
<b>Activity 8</b>	Establish system of fidelity and performance management	5/2017	Elizabeth P.M.	TBD Professor/ Academic	Time and Money	
<b>Activity 9</b>	Train applicable staff on EBDM, evidence-based practices, and Pre-Charge Diversion Program	8/2017	Gina C.	DPP Staff	Time	
<b>Activity 10</b>	Inform and advise justice system and community partners on Pre-Charge Diversion Program	8/2017	David O.	EBDM Policy Team	Time and Money	
<b>Activity 11</b>	Implement Pre-Charge Diversion Program	9/2017	David O.	Gina C and DPP Staff	Time and Money	
<b>Activity 12</b>	Collect and analyze demographic data, including race, ethnicity, and gender	10/2017	TBD	DPP Staff	Time and Money	
<b>Activity 13</b>	Conduct ongoing quality assurance and evaluation	9/2018 (and then annually)	Elizabeth P.M.	Evaluator, DPP staff	Time and Money	
<b>Potential Barriers</b>	Staff allocation/resources available No existing data system Culture change for Rock County to have Pre-charge Diversion Program (charges not in CCAP)					
<b>Strategies to Address Barriers</b>	Use existing staff where possible or request additional funding/staff from County Administrator Have IT assist in data system creation/development Education of justice system partners and the community on Pre-charge Diversion Program					

## Enhanced Deferred Prosecution Work Plan—Rock County

<b>Harm Reduction Goal (Impact)</b>	<p>1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.</p> <p>2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.</p> <p>3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.</p>					
<b>Outcome 1</b>	70% of program participants that successfully complete DPP will remain conviction free within 3 years of completion					
<b>Outcome 2</b>	80% of participants will remain charge free while in the program					
<b>Outcome 3</b>	80% of participants will successfully complete DPP by May 2018					
<b>Outcome 4</b>	Historically disadvantaged populations will participate at a rate equal to other populations by December 2018					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Collect baseline data about types of charges currently filed by DA's Office and who is being rejected by current Deferred Prosecution Program	12/2016	Gina C.	David O.	Time	
<b>Activity 2</b>	Determine appropriate program infrastructure	1/2017	David O.	Josh S., Gina C.	Time and Money	
<b>Activity 3</b>	Develop criteria, eligibility, policies and procedures, and referral process	5/2017	Gina C.	David O., EBDM Policy Team	Time	
<b>Activity 4</b>	Evaluate additional resources needed	5/2017	Gina C.	David O., Josh S.	Time and Money	
<b>Activity 5</b>	Identify community resource and capacity for linkage and referral	5/2017	Gina C.	DPP Staff	Time	
<b>Activity 6</b>	Create intake process	5/2017	Gina C.	David O.	Time	
<b>Activity 7</b>	Develop flow chart of the Pre-Charge Diversion process	5/2017	Gina C.	Elizabeth P.M.	Time	
<b>Activity 8</b>	Establish capability for data tracking and record keeping, including possible creation or purchase of data system	5/2017	Dara M.	Gina C., David O.	Time and Money	
<b>Activity 9</b>	Determine and obtain appropriate programs or curriculum(s) for use in the program by risk and needs levels	6/2017	Gina C.	Elizabeth P.M.	Time and Money	

<b>Activity 10</b>	Establish system of fidelity and performance management	7/2017	Elizabeth P.M.	Gina C.	Time and Money	
<b>Activity 11</b>	Educate stakeholders	7/2017	David O.	EBDM Policy Team	Time	
<b>Activity 12</b>	Develop staffing model	7/2017	David O.	Gina C., Josh S.	Time and Money	
<b>Activity 13</b>	Train Deferred Prosecution Staff in evidence-based curriculums/processes used in Enhanced Deferred Prosecution Program	7/2017	Gina C.	Elizabeth P.M.	Time and Money	
<b>Activity 14</b>	Implement Enhanced DPP	12/2017	Gina C.	DPP Staff	Time and Money	
<b>Activity 15</b>	Collect and analyze demographic data, including race, ethnicity, and gender	12/2017	Elizabeth P.M.	Gina C., DPP staff	Time	
<b>Activity 16</b>	Conduct ongoing quality assurance and evaluation	9/2018 (and then annually)	Elizabeth P.M.	Evaluator, DPP staff	Time and Money	
<b>Potential Barriers</b>	Limited additional funding for additional staff/resources Culture change for justice system partners Adequate resources to serve population in various parts of the county					
<b>Strategies to Address Barriers</b>	Apply for grants to fund enhanced deferred prosecution program Kick-Off event and other EBDM buy-in/education events to educate stakeholders and community members about efforts associated with EBDM Engage treatment providers in various Rock County communities to provide services in accessible locations to serve clients and address criminogenic risk factors					

## Behavioral Health Information Sharing Work Plan-Rock County

<b>Harm Reduction Goal (Impact)</b>	<p>1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.</p> <p>2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.</p> <p>3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.</p>					
<b>Outcome 1</b>	Reduce the use of force by patrol officers on individuals with known behavioral health needs by 15% within 6 months of implementation					
<b>Outcome 2</b>	Increase the number of referrals from law enforcement to Human Services by 10% within 6 months of implementation					
<b>Outcome 3</b>	Reduce the number of people booked into jail with identified behavioral health needs as indicated on the Brief Jail Mental Health Screen by 10% within 1 year after implementation					
<b>Outcome 4</b>	Reduce the number of psychiatric hospitalization days through the Human Services Department by 10% within 1 year after implementation					
		<b>Date of Completion</b>	<b>Inputs/Resources</b>			
			<b>Lead Person</b>	<b>Others Responsible</b>	<b>Resource Needs</b>	<b>Partner Coordination</b>
<b>Activity 1</b>	Establish baseline data tracking standards to monitor impact of process improvement	November 2016	Patrick S.	Dara M., Chief Zibolski, Chief Moore and Sheriff Spoden	Time	
<b>Activity 2</b>	Conduct training for law enforcement, including CIT, other mental health training, and resources/services for persons with behavioral health needs	October 2016	Kate L.	Jamie L., Luke D., Craig K.	Time and Money	
<b>Activity 3</b>	Create fields for flag and CSI information in Spillman	January 2017	Dara M.	Sara H., Heather B.	Time	Law enforcement
<b>Activity 4</b>	Create MOU for use of mental health flag and CSI between law enforcement and Human Services Department	April 2017	Chief Moore	Lindsay S., Kate L., Chief Zibolski, Sheriff Spoden	Time	
<b>Activity 5</b>	Develop protocols and procedures to share CSI with law enforcement	April 2017	Sgt. Blaser	Melissa M., Jamie L., Luke D., Craig K.	Time	
<b>Activity 6</b>	Create process to identify who gets mental health flag and how to initiate and use flag and CSI	April 2017	Sgt. Blaser, Kate L.	Melissa M., Jamie L., Luke D., Craig K.	Time	
<b>Activity 7</b>	Train relevant personnel about mental health flag and CSI	April 2017	Sgt. Blaser, Kate L., Dan M., Troy K.	Melissa M., Jamie L., Luke D., Craig K.	Time and Money	

<b>Activity 8</b>	Determine clear data definitions	April 2017	Dara M.	Patrick S.	Time	
<b>Activity 9</b>	Create authorization form	January 2017	Lisa M.K.	Lindsay S., Jodi T.	Time	
<b>Activity 10</b>	Create Chapter 51 court order language to allow for mental health flag and use of CSI for committed individuals	January 2017	Jodi T.	Judges, Public Defenders, NAMI (Lindsay S.)	Time	
<b>Activity 11</b>	Obtain releases from individuals and court orders with language allowing behavioral health information sharing with law enforcement	May 2017	Lisa M.K.	Melissa M., Jodi T.	Time	
<b>Activity 12</b>	Develop quality assurance protocol for usage and maintenance of mental health flag	January 2017	Dara M.	Jamie L., Luke D., Craig K.	Time	
<b>Activity 13</b>	Develop quality assurance for content of CSI	January 2017	Patrick S.	Melissa M., Lisa M.K.	Time	
<b>Activity 14</b>	Implement use of mental health flag and CSI	June 2017	Kate L.	Melissa M., Chief Moore, Chief Zibolski, Sheriff Spoden	Time	
<b>Potential Barriers</b>	HIPAA and other confidentiality laws; funding for training; culture change for Rock County for law enforcement to have information about individuals with mental health concerns and how to best approach them before engagement with the individuals					
<b>Strategies to Address Barriers</b>	Advocate for law changes; work with NAMI to provide education/training opportunities; EBDM roll-out to introduce Behavioral Health Information Sharing Flag/CSI initiative; provide training through existing Human Services staff					

## Stakeholder Engagement & Education Work Plan-Rock County

<b>Harm Reduction Goal (Impact)</b>	<p>1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.</p> <p>2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.</p> <p>3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.</p>					
<b>Outcome 1</b>	80% of people given pre and post surveys will score higher on the post-event survey within two weeks after the kickoff event					
<b>Outcome 2</b>	90% of Rock County justice agencies will receive initiative specific training by January 2018					
<b>Outcome 3</b>	Two community outreach events on EBDM and/or specific EBDM change targets will be held by December 2017					
		Date of Completion	Inputs/Resources			
			Lead Person	Others Responsible	Resource Needs	Partner Coordination
<b>Activity 1</b>	Agree upon survey(s) and create through Survey Monkey	6/2016	Elizabeth P.M.	Chief Moore, Troy E.	Time	Outreach Workgroup
<b>Activity 2a</b>	Plan and conduct kick-off event: Prepare agency staff for participation in county-wide EBDM kick-off event	6/2016	Chief Moore	Troy E.	Time	EBDM Policy Team
<b>Activity 2b</b>	Plan and conduct kick-off event: Identify invitee list	7/2016	Chief Moore	EBDM Outreach Workgroup	Time	
<b>Activity 2c</b>	Plan and conduct kick-off event: Create invitation and invite participants	7/2016	Ashley M.	Chief Moore, Marilyn B.	Time	
<b>Activity 2d</b>	Plan and conduct kick-off event: Develop goals and create agenda	7/2016	Chief Moore	Troy E, Mark Carey	Time	EBDM Policy Team
<b>Activity 2e</b>	Plan and conduct kick-off event: Distribute kickoff survey online	7/2016	Troy E.	EBDM Outreach Workgroup	Time	EBDM Policy Team
<b>Activity 2f</b>	Plan and conduct kick-off event: Develop handouts/materials for kickoff	7/2016	Elizabeth P.M.	Chief Moore, Troy E.	Time & Money	
<b>Activity 2g</b>	Plan and conduct kick-off event: Draft and distribute press release about kickoff event	7/2016	Chief Moore	Elizabeth P.M., EBDM Outreach Workgroup	Time	
<b>Activity 2h</b>	Plan and conduct kick-off event: Create evaluation and disseminate with post-test	8/2016	Troy E.	EBDM Outreach Workgroup	Time	

<b>Activity 2i</b>	Plan and conduct kick-off event: Hold kickoff event with Mark Carey	8/2016	Chief Moore	EBDM Policy Team, Mark Carey	Time & Money	
<b>Activity 3</b>	Hold kickoff event debriefing session with workgroup and EBDM Policy Team	9/2016	Chief Moore	EBDM Policy Team	Time	
<b>Activity 4</b>	Set up agency specific sessions to debrief with attendees and line staff, answer questions, and engage them for future activity	10/2016	Chief Moore	EBDM Outreach Workgroup, EBDM Policy Team	Time	
<b>Activity 5</b>	Determine/Identify EBDM "ambassadors" from each justice system agency to promote and coordinate EBDM effort for that agency	12/2016	Troy E.	EBDM Policy Team	Time	
<b>Activity 6</b>	Develop message triangle that captures the intended impacts of EBDM in Rock County suitable for both criminal justice system partners, as well as the community as a whole	12/2016	Chief Moore	EBDM Policy Team	Time	
<b>Activity 7</b>	Develop training materials and plans for interdisciplinary trainings on specific EBDM change targets	4/2017	Elizabeth P.M.	EBDM Policy Team	Time & Money	
<b>Activity 8</b>	Conduct agency specific training on specific EBDM change targets with interdisciplinary staff	7/2017	Chief Moore	EBDM Policy Team	Time & Money	
<b>Activity 9</b>	Develop community outreach and education plan	7/2017	Chief Moore	EBDM Policy Team	Time & Money	
<b>Activity 10</b>	Implement community outreach and education plan	10/2017	Chief Moore	EBDM Policy Team	Time & Money	
<b>Activity 11</b>	Collect and analyze data on change targets and provide regular reports	10/2017	Elizabeth P.M.	EBDM Policy Team	Time & Money	
<b>Activity 12</b>	Disseminate information on effectiveness of EBDM initiatives for sustainability	1/2018	Elizabeth P.M.	EBDM Policy Team	Time & Money	
<b>Potential Barriers</b>	EBDM and the planned initiatives will be a culture change for Rock County; getting large amounts of people to events in the summer is difficult; time constraints for training and developing training materials; time for outreach events and education-people are busy and it is hard to engage the public					
<b>Strategies to Address Barriers</b>	Engage all levels of staff in EBDM initiative planning/implementation for feedback and effective launch; engage top level executives of agencies to encourage line staff to attend kickoff; host kick-off twice at different times to encourage greater attendance; incrementally hold initiative specific training and community outreach events to not overwhelm attendees					

## **Harm Reduction Goals, Scorecard, and Communications Strategy-Rock County, WI**

### **Identify the harm reduction goals the policy team has agreed will comprise the scorecard and expectations around their impact on harm reduction in the community:**

The harm reductions goals and their impacts as identified by Rock County are:

1. Enhance Public Safety, as evidenced by a 20% reduction in recidivism for low and medium risk offenders and a 10% reduction in recidivism for high risk offenders as measured by no new convictions three years after disposition of their criminal case by 2020.
2. Allocate Resources Effectively, as evidenced by an 80% pretrial court appearance rate, 10% reduction in jail bed days, 80% pretrial release success rate, 50% increase in enrollment in diversion programs, and 90% of low risk defendants released pending case disposition by 2020.
3. Promote Fairness, as evidenced by historically disadvantaged populations completing diversionary programs in equal proportion to others by 2018 and a 25% decrease in disproportionate minority population in the Rock County Jail by 2020.

#### **a. How and why were these particular goals selected?**

The three harm reduction goals were selected by the Policy Team after intense discussion about Rock County's values, looking at the research, and utilizing the EBDM Framework. They were chosen because of the significant impact they will have on the community and their ability to be measured.

#### **b. What data sources will be used to assess progress on the scorecard goals?**

The data sources used, include:

- Wisconsin Circuit Court Access Page (CCAP), which contains all the court related data

- Spillman Law Enforcement/Jail data system, which contains all patrol and jail related data
- PROTECT, which contains all information from the District Attorney's Office
- Municipal court data from municipal courts that do not use the Circuit Court
- Any new data systems set up based on the change targets
- Census data, to assist in obtaining demographic data
- Avatar, the Human Services medical records system for any behavioral health data/information

**What are your team's plans for collecting baseline and ongoing data around these measures?**

Rock County has already begun collecting baseline data as a part of its planning process. This data was used in determining the change targets and creating impact statements that were quantifiable. Individuals responsible for the data in each of the systems listed above have been identified and the Policy Team is already working with them to obtain data, determine how data can be captured in the future, and participate in EBDM data discussions. Each change target has data as a part of its work plan and specific individuals responsible for each data piece have been identified. Baseline and ongoing data will be collected based on to-be established protocols as we move through the implementation process.

**c. How will the scorecard be used and with whom will the scorecard be shared?**

The scorecard will be used to measure progress on Rock County's EBDM change targets. These are the measures to gauge whether success has been achieved. The scorecard will be used as a marketing device to educate the public on the intended outcomes of the EBDM initiative and identified change targets. The scorecard will be disseminated at the

kick-off event in August and at all presentations about EBDM to criminal justice staff, service groups and members of the community. It will be put on the Rock County EBDM website and available for all EBDM/change target outreach efforts.

**Describe your strategy for communicating with/engaging the community and justice system and allied stakeholders in your work and the measurement/achievement of your harm reduction goals.**

Rock County has a change target and designated workgroup specifically for Stakeholder Engagement & Education. The work plan is included with this application. Rock County is taking a three-pronged approach to its communication plan.

1. Create a common knowledge base across the Rock County criminal justice system. How:

Host a System-Wide Kick-Off Event

- On August 4, 2016, Mark Carey will be the keynote speaker at Rock County's EBDM Kickoff Event. A half day training about EBDM and the anticipated adult criminal justice system enhancements planned for implementation will be conducted for justice system stakeholders and partners. Mr. Carey will present on EBDM and evidence-based practices so attendees understand the principles and research behind EBDM and the process the Policy Team has undertaken. A panel of local stakeholders, moderated by Rock County's technical assistance provider, Mimi Carter, will also present the six change targets planned for implementation over the next 24 months. It is anticipated a foundation and momentum will be created to propel EBDM forward in Rock County.

2. Provide specific education to relevant criminal justice system partners who will be implementing the initiatives. How: Organization/Agency Specific Training

- Specific training on the initiatives that will be rolled-out is crucial to ensuring there is understanding and continuity in the implementation of the change targets. Relevant

system stakeholders will assist in the trainings to show buy-in and cross-system collaboration. Having the DA and a judge assist in the training of law enforcement shows that the system partners are in this together. Further, it will be useful to tap into agencies/personnel that have already bought into EBDM/specific programs (staff from Milwaukee or Eau Claire, for example). Showing how a particular initiative impacted another jurisdiction positively from a person in the same field goes a long way in building credibility and support for the culture change. Finally, Rock County has a longer-term goal of being able to assist other agencies/counties/stakeholders in implementation of EBDM initiatives. As Rock County's justice system is reformed and results are proven, its stakeholders are committed to helping other jurisdictions achieve similar outcomes.

3. Create sustainability of EBDM initiatives and provide education and outcomes to the larger community. How: Community Education/Buy-In Strategy/Plan
  - The larger outreach effort will be premised on a concise message, developed through a “communication triangle” to effectively convey the impacts/potential impacts of the research-based, data driven criminal justice initiatives to be implemented in Rock County. This will be coupled with the Scorecard included with this application. The Policy Team will engage the media for outreach, including press releases from the EBDM Policy Team showing cross-agency support/collaboration/buy-in, as well as press releases from individual agencies in furtherance of educating on EBDM implementation. The Policy Team intends on hosting community forums/events for community education and to tap into other existing bodies to disseminate information to the public (e.g. CJCC, events from service agencies, etc.). It is also considering

administering the EBDM survey to gauge where the community is at in understanding the criminal justice system. Further, through the collection and analyzation of data, reports will be produced detailing progress then disseminated through various mediums (e.g., newsletters, reports to legislative bodies, community forums, etc.) to show the effectiveness of EBDM initiatives for sustainability.

# Rock County, Wisconsin



**A fair justice system, reducing harm to all for a safer Rock County**

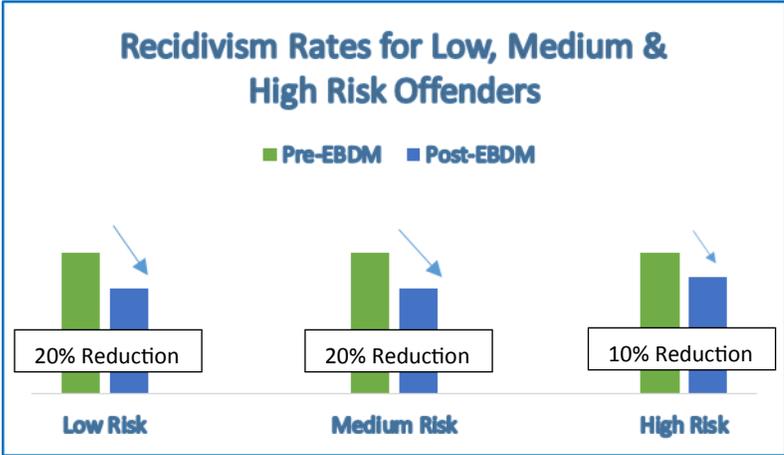
## Criminal Justice System Scorecard

### Evidence-Based Decision Making Core Principles Guiding the Rock County Criminal Justice System:

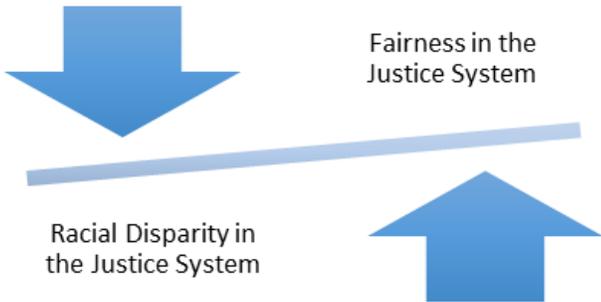
- Professional Judgment of criminal justice system decision makers is enhanced when informed by evidence-based knowledge.
- Every interaction within the criminal justice system offers an opportunity to contribute to harm reduction.
- Systems achieve better outcomes when they operate collaboratively.
- The system will continually learn and improve when professionals make decisions based on the collection, analysis, and use of data.

### Enhance Public Safety

Reduce the number of individuals convicted of committing crimes as measured by no new convictions three years after disposition of their criminal case.



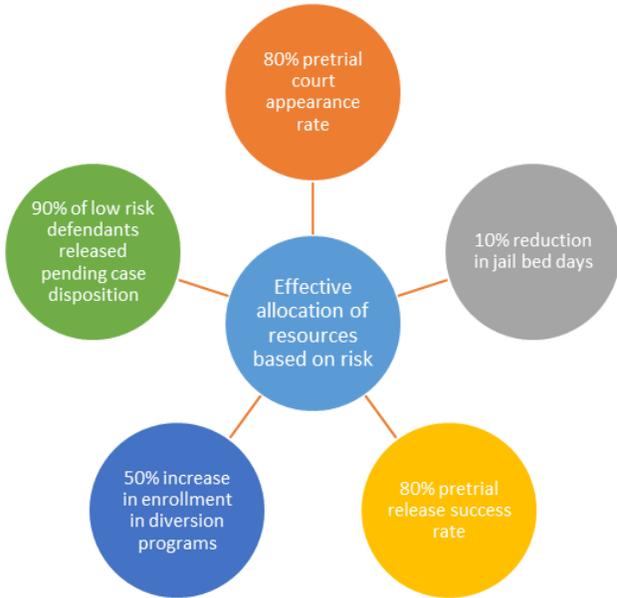
### Promote Fairness



2018: Historically disadvantaged populations complete diversionary programs in equal proportion to others  
2020: 25% decrease in disproportionate minority population in Rock County jail

### Allocate Resources Effectively

Use evidence-based risk tools to help guide decisions and determine effective interventions for offenders in the justice system.



## **Description of Phase VI Expectations-Rock County, WI**

The anticipated benefits Rock County expects to realize by participating in EBDM-Phase VI:

- Phase VI will provide the forum, framework, and technical assistance through which Rock County will effectively move forward with the implementation of the change targets and overcome any obstacles that arise.
- Continuing to work with a technical assistance provider/national expert to provide expertise and guidance will be an advantage, as system change/implementation can be overwhelming.
- The implementation of evidence-based practices for use through the whole criminal justice system, which will enable Rock County to achieve its goals of enhancing public safety, allocating our resources more effectively, and promoting fairness.
- Phase VI will move us into action on the steps that have been laid out in Phase V. It is where benchmarks can be set and progress can start to be made, measured, and seen.
- As identified through logic models and work plans, the team expects to realize significant improvements to public safety, resource allocation, and fairness in the justice system through the implementation of the initiatives in Phase VI.
- The implementation of risk assessment tools to aid justice system stakeholders in making decisions at each decision point by identifying risk factors and addressing them in a way that will most likely reduce recidivism and increase public safety.
- During Phase VI Rock County expects to further increase its level of cooperation and collaboration to embed evidence-based changes into the criminal justice system that will persist despite changes in staff or leadership.
- The successful implementation of changes in Phase VI by showing positive results and efficiencies will be a great motivator for future projects.