

La Crosse County

Date Visited: July 13, 2006

Interviewed: (* indicates multiple contacts)

Judge John J. Perlich

Assistant State Public Defender Elliott Levine*

Scott Horne, District Attorney

Jane Klekamp, Coordinator, Justice Sanctions Program*

Timothy Gruenke, Assistant District Attorney*

Sue Johnson (Wiese), Drug Court Coordinator

Barbara Nimmer, Director, Coulee Region Mediation and Restorative Justice Program

Appendix:

Justice Sanctions Program 2005 Report

Justice Sanctions Program 2002 Report

<www.co.la-crosse.wi.us/HumanServices/JS>

La Crosse County Corrections Philosophy Statement

2006 Justice Sanctions Statistics Report

2005 Justice Sanctions Statistics Report

NIC Report to the La Crosse County Board of Supervisors and the Criminal Justice Management Council, June 2006

La Crosse County Board Committee Structure

La Crosse County Ordinance §1.57 (Authorizing the Criminal Justice Management Council)

Agendas and Minutes, Criminal Justice Management Council, January 2006 - June 2006

La Crosse County Drug Court Program, Policies and Procedures Manual, Revision 8

NIC Report, Planning of a New Institution, Phase I May 2000 (available from author)

Mission Statement

Justice Sanctions

of La Crosse County

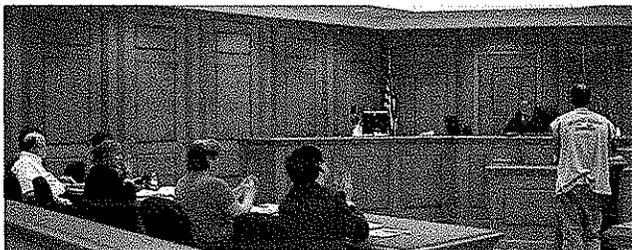
The primary purpose of Justice Sanctions is community safety. We will prevent crime when possible, intervene appropriately when crime occurs, and improve individual and community capacity to prevent future crime. We operate on behalf of and are accountable to both the people who are directly affected by crime and our community at large.

Jane Klekamp, Manager



Justice Sanctions

400 fourth street north . La Crosse WI 54601



Rick was a 26 year old college student and had been using illegal drugs since he was a teenager. He self reported he had not graduated from college due to the illegal drug use. After participating in the Drug Treatment Court, which includes one year free from drug or alcohol use, he graduated from college, became employed and now earns a good wage. Rick maintains contact with the Drug Treatment Court and indicates he is enjoying his life and feels great.



The Justice Sanctions Program (JSP) was initiated in 1995 to implement programs within the Criminal Justice System that lower recidivism rates and reduce the jail population.

OWI Program

The OWI (Operating A Motor Vehicle While Intoxicated) Program began in 1997 as a response to the number of inmates incarcerated for that crime. Supervision includes participation in a Driver Safety Assessment, recommended treatment, random alcohol and drug testing, support meetings and attendance at Victim Impact Panels. The program is designed to promote multiple contacts each week with the offender for support and monitoring. In 2006 La Crosse County will be implementing an OWI Treatment Court. The OWI Program will be integrated with the OWI Treatment Court.

OAR Program

The OAR (Operating After Revocation) Program was initiated in 1999 after the courts noted many people were not obtaining their driver's license after it was revoked and were taking up court time with repeat appearances. Without adding additional staff, the Justice Sanctions Program took the responsibility of working with people referred by the courts to assist them in obtaining a driver's license. Due to a staff change in tracking cases, the reinstated numbers are lower than 2003 but will probably increase again with staff expertise increasing.

Bail Monitoring

Bail monitoring is a function the Justice Sanctions Program provides to the courts for the purpose of monitoring people who have been released from jail on bond, but the courts find a need for supervision. Services usually incorporate day reporting. Staff has been added to this program, which has caused an increase in numbers.

Sentenced Clients

While electronic monitoring can be used in bail monitoring, it is utilized for most sentenced inmates. Some sentenced clients are supervised through Day Reporting.

Community Service Work

The Community Service Program finds appropriate sites for inmates to work which reduces the number of days a person is incarcerated.

Victim Impact Panels

Victim Impact Panels began in conjunction with the OWI Program. The Victim Impact Panel is designed for people convicted of intoxicated driving offenses. The purpose is for the offender to listen to the story of someone injured by a drunken driver or a family member of a person who has been killed by a drunken driver. In listening to the story it is believed the offender will develop empathy and understanding of the damage that can happen, reducing the possibility of another drunk driving offense. Since 2001, the courts have utilized them for all second offense -or higher- drunk driving convictions.

Justice Sanctions

608.789.4895

Department of Corrections

The Department of Corrections (DOC) refers clients to the Justice Sanctions Program as an alternative to using the jail or for extra supervision. During 2004 the Justice Sanctions Program monitored DOC clients for a total of 11,871 days or 33 people/day.

Drug Treatment Court

Drug Court received two grants to help support the program over five years. A grant was received from the Federal Government for two years for a total of \$320,279. La Crosse County completed the final year of funding in 2005. A second grant was received from the La Crosse Community Foundation for the following three years for a total of \$200,000. Drug Court currently has approximately 40 clients participating in the program.

Dr. William Zollweg from UW-La Crosse indicated in an evaluation of Drug Court that many results of Drug Court are immeasurable but have a significant impact. Inter-agency collaboration increases, more people become educated about chemical dependency and participants become more productive members of society. An outcome evaluation completed in 2005 indicated \$1.4 million in savings from the operation of the La Crosse County Drug Treatment Court.



Drug Testing

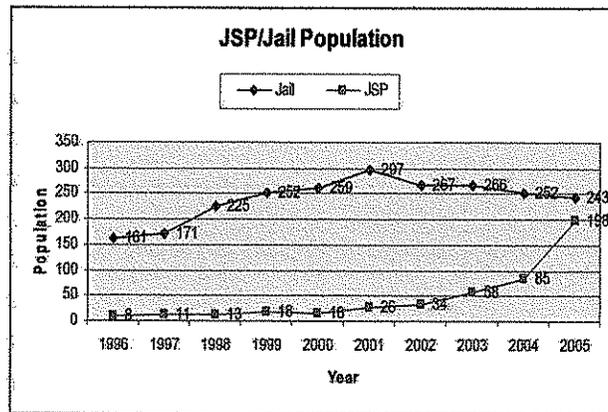
The Justice Sanctions Program provides support for Human Services and the Department of Corrections by providing monitored drug and alcohol testing:

Cost Avoidance

There is often a disagreement regarding savings when someone is not spending a day in jail. To minimize the argument surrounding the cost avoided when someone is not incarcerated, the figure of \$11/day is used to demonstrate how many fewer dollars are spent by the county due to programs available for the courts to utilize.

In 2005 the La Crosse County Jail had a capacity of 344 beds. Jail standards specify that a jail is at capacity when it reaches 80% of its total capacity. On average, the jail was at 71% of its total capacity in 2005. If the 198 Justice Sanctions participants were added into the jail population, the average daily population would have been 441 inmates, which would have pushed the jail population over its capacity.

The following chart demonstrates the correlation between a higher Justice Sanctions Program population and a decrease in the jail population.



Visit the Justice Sanction's WEB site at:
[http://www.co.la-crosse.wi.us/
HumanServices/js/index.htm](http://www.co.la-crosse.wi.us/HumanServices/js/index.htm)

400 fourth street north . La Crosse WI 54601

Goal 1: Continue with current programs to continue the trend of reducing the jail population.

Performance Measurement Data: A) Collect monthly statistics for the Criminal Justice Management Council to review. B) Analyze the jail trends and present the information to the Criminal Justice Management Council. C) Expand staffing as planned in 2005 budget to reduce the jail population.

Client Outcomes: A) Monthly statistics were kept for the Criminal Justice Management Council. Over 72,000 bed days were saved in 2005. This equates to over 195 people/day that were released from the jail. B) Jail trends are reviewed monthly by the Criminal Justice Management Council. With the closing of the Huber Center more attention has been paid to the secure jail. C) Staffing has been expanded and the jail population has been reduced. The La Crosse County Jail population was lower than it had been in five years.

Goal 2: Continue long term planning for a continuum of programs with the assistance of the Criminal Justice Management Council, County Board, local law enforcement, District Attorney, courts, and the Judges.

Performance Measurement Data: A) Collect and analyze data to demonstrate the need for the programs and examine the impact on recidivism. B) Plan and present requested information to committees.

Client Outcomes: A) An extensive evaluation was completed on the La Crosse County Drug Treatment Court. A less intense evaluation was completed on the OWI Program. Both programs showed a decrease in recidivism for people who completed the program. B) The Drug Court evaluation and the OWI Program evaluation have been presented to various committees.

Goal 3: Continue to work with county departments to collect fees owed by inmates and clients of the Justice Sanctions Program.

Performance Measurement Data: A) Attend meetings to continue the discussion regarding fee collection. B) Review current policies regarding fees and make adjustments when it is determined to be appropriate.

Client Outcomes: A) Numerous meetings have been held to discuss fee collection. Fee collection has increased in the last year and continues to be reviewed. B) Current policies continue to be reviewed.

OWI Program

Bail Monitoring

OAR Program

Sentenced Clients

Drug Testing

Community Service Work

Drug Treatment Court

Department of Corrections

2002 ANNUAL REPORT
JUSTICE SANCTIONS PROGRAM

Submitted by: Jane Klekamp, Coordinator

The Justice Sanctions Program (JSP) was initiated in 1995 to implement programs within the Criminal Justice System that effect recidivism and reduce the jail population. There are four full time and two part time employees working in the Justice Sanctions Program.

The following information is a brief overview of the program.

1. Criminal Justice Management Council

As a result of the National Institute of Corrections visit in April 2000, the La Crosse County Board of Supervisors established the Criminal Justice Management Council (CJMC). In 2002, members of the CJMC were: Julie Bacon, Vicki Burke, Steve Doyle, Sheila Garrity, Bill Hammes, Scott Horne, Jerry Huber, Rick Kyte, Elliott Levine, Dennis Montabon, Jim Nesbitt, Marc Ranger, Jerry Sebranek, Patti Jo Severson, Dick Swantz, Kim Vogt, Mike Weissenberger and Randy Williams.

The CJMC has been meeting since November, 2000. The Council usually meets monthly. The Justice Sanctions Program provides staff support for the CJMC by collecting data for statistical purposes and program development.

2. OWI Program

The OWI (Operating A Motor Vehicle While Intoxicated) Program was initiated in 1997 as a response to the number of inmates incarcerated for that crime. The courts were unwilling to release incarcerated people on electronic monitoring without a treatment component attached to the release. The program is designed to encourage people who have been convicted of more than one drunken driving offense to become involved in a treatment program with structure and support. Inmates are allowed to spend one half of the jail time on electronic monitoring, and in return, agree to being supervised for eight months. Supervision includes participation in a Driver's Safety Assessment, recommended treatment, random alcohol and drug testing, support meetings and attendance at Victim Impact Panels. The program is designed to promote multiple contacts each week with the offender for support and monitoring.

A modification was made to the program in 2002. Potential participants are referred to the program prior to sentencing to determine if they are interested in participating in the program.

Since 1997, 82 people have successfully completed the OWI Program. Many more people are screened for possible participation in the OWI Program, but as it is a rigorous volunteer program, the number of people that agreed to participate in the program much is lower than the number of people incarcerated for a drunken driving offense.

	Interviewed	Completed	Average Days Saved/Person	Total Days Saved	Money Saved at \$15/day	Money Saved \$11/day
1997	25	12	116	1,394	\$20,910.00	
1998	30	17	75	1,274	\$19,110.00	
1999	21	10	49	494	\$7,410.00	
2000	25	21	68	1,424	\$21,360.00	
2001	55	22	83	1,824	\$27,360.00	
2002	246	19	85	1,616	\$24,240.00	\$17,776

An evaluation was received from the Wisconsin Office of Justice Assistance from the time period of September, 1997 – December, 1999. The independent evaluation indicated of the 30 graduates there was a 20% recidivism rate compared to a 31% recidivism rate for the 13 people who did not graduate from the program. A recidivism rate was not determined for those who did not participate in the program.

3. OAR Program.

The OAR (Operating After Revocation) Program was initiated in 1999 after the courts noted many people were not obtaining their driver's license after it was revoked and were taking up court time with repeat appearances. Without adding additional staff, the Justice Sanctions Program took the responsibility of working with people referred by the courts to assist them in obtaining a driver's license

	REFERRED	PENDING	COMPLETED	REINSTATED
2000	112	0	70	70
2001	138	32	106	39
2002	157			46

4. Bail Monitoring

Bail monitoring is a function the Justice Sanctions Program provides to the courts for the purpose of monitoring people who have been released from jail on bond, but the courts find a need for supervision. Until 2000, bail monitoring was not a large part of the clientele for the Justice Sanctions Program. Monitoring for this group of people ranges from electronic monitoring to weekly contact. As this population is released from the secure jail population, they increase the likelihood that the Sheriff's Department can generate revenue by housing inmates from other counties.

	Screened	Participated	Days Saved	Money saved at \$55/day	\$11/day
1996			436	\$23,980.00	
1997			569	\$31,295.00	
1998			541	\$29,755.00	
1999			649	\$35,695.00	
2000			1,241	\$68,255.00	
2001			1,137	\$62,535.00	
2002	282	48	3,335	\$183,425.00	\$36,685

5. Electronic Monitoring

Electronic Monitoring continues to be the program that has the largest number of bed days saved. Electronic monitoring is not a behavior modification program but is a jail reduction program. Numbers show that people who have completed electronic monitoring have approximately the same reoffense rate as those who were not accepted into the program.

	Screened	Participated	Number of days saved	Money saved at \$15/day	\$11/day
1996			2,888	\$43,320.00	
1997			2,457	\$36,855.00	
1998			1,733	\$25,995.00	
1999			2,644	\$39,660.00	
2000			2,496	\$37,440.00	
2001			3,117	\$46,755.00	
2002	70	60	3,852	\$57,780.00	\$42,372

6. Community Service Work

Inmates from the La Crosse County Jail provide service to other programs (primarily county agencies) in the community. Inmates who qualify are given the opportunity to perform community service work and earn days off the jail sentence. This program also allows inmates who are incarcerated for failure to pay fines to work off the fines in lieu of being confined in the secure jail.

	Number of days saved	Money saved at \$15/day	\$11/day
1996	323	\$4,845.00	
1997	667	\$10,005.00	
1998	1,606	\$24,090.00	
1999	1,589	\$23,835.00	
2000	1,529	\$22,935.00	
2001	2,351	\$35,265.00	
2002	1,289	\$19,335.00	\$14,179

As the inmate earns one day off the jail sentence for every eight hours worked, there were 10,312 hours worked by inmates during 2002 (1,289 days x 8 hours). As the average county employee works 1,950 hours/year, the hours worked by inmates equaled the number worked by 5.33 employees.

7. Victim Impact Panels

Victim Impact Panels were initiated in 1997 in conjunction with the OWI Program. Victim Impact Panels allow people who have been convicted of a drunken driving offense to listen to the impact an intoxicated driver has had on victim's lives.

In 2001, the courts requested an increase in the number of panels from two to four annually. People who have been convicted of driving drunk twice will have the opportunity to attend a panel and reduce the jail sentence by 10 days. Statistics will be kept regarding the number of people who have attended and the number of reoffenses.

In 2002, 241 court ordered people attended the Victim Impact Panels. 241 people x 10 days saved = 2,410 bed days saved.

	Attendees	Number of days saved	Money saved at \$15/day	\$11/day
2001	149	1,490	\$22,350.00	
2002	241	2,410	\$36,150.00	\$26,510

8. Drug Court

Drug Court is a program that is designed to promote treatment to support rehabilitation over punishment. Similar to the OWI Program, Drug Court increases the amount of contact drug offenders have with the system, increasing accountability for the offender.

In 2001, La Crosse County received a Drug Court Planning Grant from the Federal Government. The planning grant allowed a team of people to visit other successful drug courts around the country and plan a La Crosse County Drug Court.

On January 10, 2002 a pilot project was initiated in La Crosse County. Each participant is in the program for at least one year prior to graduating. There are usually 14 participants. A federal grant was applied for to implement a Drug Court in La Crosse County that could serve over 100 people. That grant was not funded and a second grant has been submitted for review.

9. Batterer's Intervention Program

The Justice Sanctions Program screens people convicted of domestic violence to determine the level of services the person should receive. People can be referred to individual sessions, 5 sessions, 12 sessions, 24 sessions or a group for people who deny there was violence. 130 people were screened for services.

10. Drug Testing

The Justice Sanctions Program provides support for Human Services and the Department of Corrections by providing monitored drug and alcohol testing. A cost of \$20/month is billed to the client for reimbursement.

BUDGET

Expenditures \$208,289.
 Revenue \$43,631.

COST AVOIDANCE

There is often a disagreement regarding savings when someone is not spending a day in jail. To minimize the argument surrounding the cost avoided when someone is not incarcerated, the figure of \$11/day is used to demonstrate how many fewer dollars are spent by the county due to programs available for the courts to utilize.

Jails are allowed to charge Huber inmates the cost incurred to the county for residing in the Huber Center. In La Crosse County, that figure is \$10.55/day.

Revenue + Cost Avoidance + Minimum Wage for Community Service

Revenue from clients	43,631.00
OWI Program (1,616 days saved x \$11/day)	17,776.00
Bail Monitoring (3,335 days saved x \$11/day)	36,685.00
Electronic Monitoring (3,852 days saved x \$11/day)	42,372.00
Victim Impact Panels (2,410 days saved x \$11/day)	26,510.00
Community Service (1,289 days saved x \$11/day)	19,335.00
Minimum Wage for Community Service (10,312 hours x \$5.25/hour)	54,138.00

Total **\$240,447.00**

BED DAYS SAVED

<u>YEAR</u>	<u>DAYS SAVED/YEAR</u>	<u>AVERAGE DAILY BED DAYS SAVED</u>
1996	2,750	7.5
1997	3,985	10.9
1998	4,709	12.9
1999	6,642	18.2
2000	5,855*	16
2001	9,648	26.4
2002	12,502	34.3

*this number is lower than an actual days saved due to a change in computer programs

GENERAL JAIL INFORMATION

Year	Bookings	Releases	Average Daily Population
1996	4525		161
1997	4730		171
1998	5332		225
1999	5550	5643	252
2000	5760	5781	259
2001	6049	6231	297
2002	6046	6231	267



[County Website](#) | [County Services](#) | [Minutes/Agendas](#) | [Code of Ordinance](#) | [County Directory](#) | [Departments](#)

La Crosse County, Wisconsin

La Crosse County Corrections Philosophy Statement

Our primary purpose is community safety. We will prevent crime when possible, intervene appropriately when crime occurs, and improve individual and community capacity to prevent future crime. We operate on behalf of and are accountable to both the people who are directly affected by crime and our community at-large.

The La Crosse County criminal justice system will seek a balance between punishment and rehabilitation with both juveniles and adults while managing the risk of having these offenders in our community. Our focus with juveniles will be on rehabilitation and treatment in the context of public safety and accountability to their victims and communities. Our focus with adults will include treatment and programs, but we believe that adults have greater responsibility for their actions and should assume greater accountability to the victims and public they have harmed.

We will develop a comprehensive criminal justice system and ensure a just, coordinated, and accountable system of services on behalf of the citizens of La Crosse County. The following core principles and values will be woven into everything we do:

- **Community Safety** – The primary purpose of the criminal justice system is the safety of our communities. Our goals are to reduce crime and violence, ensure that people feel safe, and help keep offenders from committing future crimes. We will provide effective responses to crime that use public dollars efficiently while balancing incarceration with individual rights.

- **Prevention** – The best way to increase community safety is to prevent crime from happening in the first place. Family involvement with children and participation by schools, community organizations, and individual citizens are essential. Educating about and reinforcing community values will include teaching the human, legal, and economic consequences of crime.

- **Justice** – The consequences of criminal behavior will be proportionate to the offense. The system will be free of bias, discrimination and arbitrary actions in how it treats both victims and offenders.

- **Intervention** – The criminal justice system will effectively use both government and community-based programs. We will consider the unique situation of each offense, the risk the offender presents, and the strengths and needs of both the victim and offender as a whole human being. Our goal is to motivate and encourage positive behavior, help those who want help, and ensure that our organizations and neighborhoods work together to provide needed services.

- **Accountability** – The system will meet public expectations and information needs by reporting regularly on its progress. It will ensure that professional standards of excellence are attained and that all parts of the system share appropriate information and work together. The Criminal Justice Management council will review and make recommendations on consistent policies, streamline procedures, and routinely look for opportunities to improve.

CRIMINAL JUSTICE MGMT COUNCIL

CLIENT COSTS

DRUG TREATMENT COURT

OWI TREATMENT COURT

PROGRAMS AND SERVICES

STATISTICS

FEEDBACK

JUSTICE SANCTIONS HOMEPAGE

HUMAN SERVICES SITE



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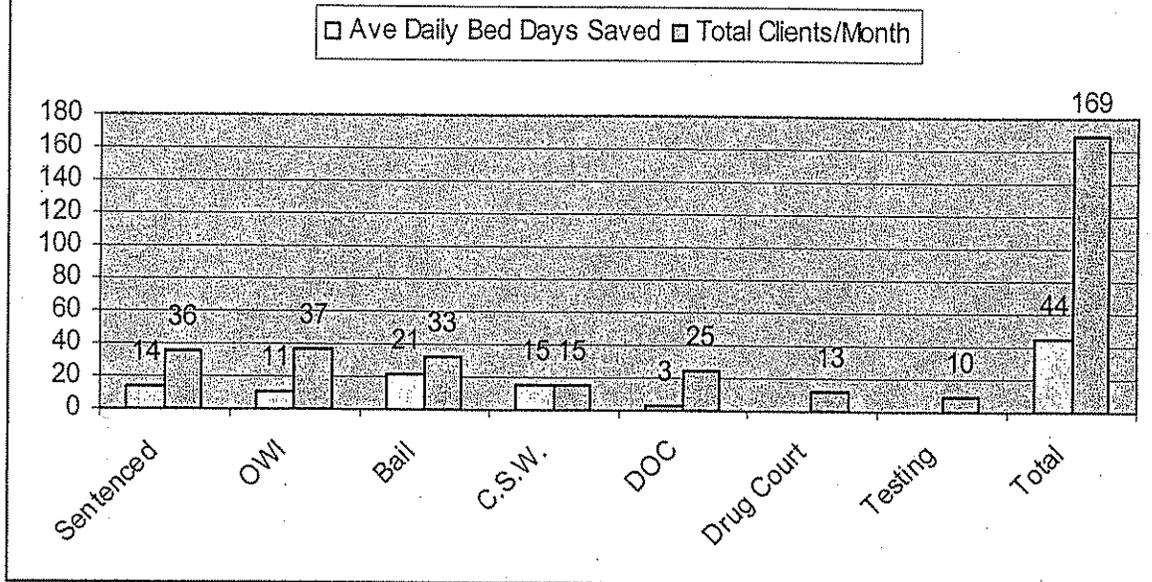
2005 JUSTICE SANCTIONS

CATEGORY	JAN	FEB	MARCH	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	Monthly Total	Annual total
Day Reporting														
Total Participants	88	90	92	113	120	99	94	106	96	89	84	85	1,734	24,414
New Screenings	35	27	23	39	30	27	19	31	29	23	25	26	56 people/day	69 people/day
Successful Completion	20	15	16	21	24	17	18	25	15	22	16	30		
Unsuccessful	4	6	3	5	0	12	5	10	7	8	5	17		
Did Not Participate	5	2	0	1	1	0	0	0	0	2	0	0		
Continue to Next Month	59	67	73	86	80	70	71	71	74	57	63	38		
OWI Program														
Total Participants	91	95	114	118	129	135	133	137	131	114	122	92	609	4,396
New Screenings	8	12	25	15	22	13	7	9	9	14	17	15	20 people/day	12 people/day
Successful Completion	5	1	7	6	4	7	4	8	20	7	7	13		
Unsuccessful	0	2	3	2	1	3	4	10	2	2	2			
Did Not Participate	5	2	2	3	2	3	0	1	5	1	5	8		
Continue to Next Month	81	84	102	107	122	122	125	118	104	104	108	77		
Bail Monitoring														
Total Participants	85	79	82	110	123	115	117	137	141	144	127	135	2,921	25,857
New Screenings	20	22	36	47	40	23	34	48	63	51	28	42	94 people/day	71 people/day
Successful Completion	16	19	11	9	22	19	13	25	26	12	23	34		
Unsuccessful	8	4	5	6	7	14	10	19	7	17	14	15		
Did Not Participate	8	9	6	14	19	14	18	14	12	19	0	15		
Continue to Next Month	53	47	60	81	75	68	76	78	96	96	90	71		
Community Service														
Total Participants	17	17	20	19	30	44	33	11	12	17	10	7	115	2,557
New Screenings	7	11	10	7	7	13	5	3	9	9	5	1	4 people/day	7 people/day
Successful Completion	12	6	11	13	6	25	16	8	3	9	6	7		
Unsuccessful	0	1	0	0	0	0	0	0	0	0	0	0		
Did Not Participate	0	0	0	0	0	0	0	0	0	0	0	0		
Continue to Next Month	5	10	9	6	15	20	17	3	9	8	4	0		
"Non" Credit Clients		7	6	11	20	32	22	37	20	15	6	12	1448 hours not counted in stats	
DOC Clients														
Total Participants	50	58	63	68	65	68	77	93	54	53	48	59	1350	11,871
New Screenings	32	38	34	34	29	15	19	62	7	14	10	17	44 people/day	33 people/day
Successful Completion	10	4	7	6	19	14	11	13	30	7	9	25		
Unsuccessful	0	1	4	1	0	0	1	0	0	0	6	3		
Did Not Participate	20	24	19	27	18	26	25	37	2	0	0	0		
Continue to Next Month	20	29	33	34	28	28	40	43	22	47	30	31		
Other														
Drug Court Clients	28	31	34	36	36	36	39	40	37	36	37	35		
Diversion/HHS Drug Testing	9	11	9	12	12	13	13	13	25	12	19	15		
Domestic Violence Screen	11	7	10	11	5	5	1	0	2	4	0	0		
Victim Impact Panels	0	80	0	0	90	0	0	68	0	0	70	0	700	3,080
Total days saved/month	4595	5217	4921	6043	7124	5303	5690	6992	6403	6551	6607	6729		72,175
ADP - Jail Reduction	148	186	159	201	230	177	184	226	213	211	220	217		198 people/day
Total Number of Clients	379	468	424	498	610	515	507	642	518	484	517	440		

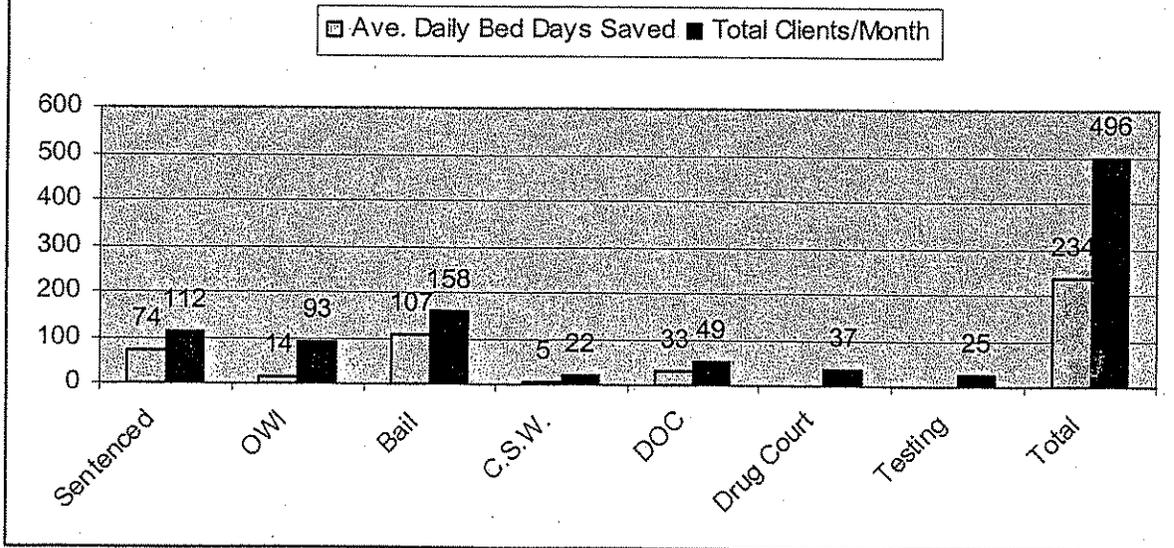
CJMC 2000-2006 Jail Stats

	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Monthly Ave	Annual Total
Bookings														
2000	447	442	493	435	502	488	575	526	484	504	465	399	480	5760
2001	542	441	563	487	560	500	531	580	487	527	432	399	504	6049
2002	510	472	502	469	513	513	561	567	573	492	459	415	504	6046
2003	569	444	487	484	535	493	533	548	563	529	494	448	511	6127
2004	517	461	529	531	522	501	506	512	558	564	425	480	509	6106
2005	560	461	523	602	587	529	620	595	544	499	477	441	537	6438
2006	480	402	474										452	
Releases														
2000	413	451	480	455	547	502	522	556	466	480	463	446	482	5781
2001	505	427	535	520	535	501	545	586	488	536	453	426	505	6231
2002	504	449	489	488	514	515	612	598	601	529	486	446	519	6231
2003	584	445	484	519	545	534	549	572	546	542	512	484	526	6316
2004	512	431	700	549	521	547	515	556	575	537	462	503	534	6584
2005	555	443	523	633	589	540	619	624	553	532	489	484	549	
2006	490	416	464										457	
Average Daily Population														
2000	243	240	264	284	258	245	258	255	243	262	292	259	259	
2001	267	279	285	289	292	298	300	308	314	323	306	299	297	
2002	300	302	296	281	281	271	267	236	234	244	254	233	267	
2003	266	260	274	270	261	263	275	275	268	287	261	235	266	
2004	253	261	267	260	251	241	241	258	253	252	242	239	252	
2005	239	241	259	258	248	258	256	259	242	226	225	200	243	
2006	180	181	182										181	
Average Length of Stay														
2000	17	15	17	20	16	15	14	15	15	16	19	20	17	
2001	15	18	16	18	16	18	18	16	19	19	21	23	18	
2002	18	18	18	18	17	16	15	13	12	15	17	17	16	
2003	14	16	17	17	15	16	16	16	14	17	16	16	16	
2004	15	16	16	15	15	14	15	16	14	14	17	15	15	
2005	13	15	15	13	13	15	13	13	13	14	14	14	14	
2006	12	13	12										12	
Women Secure (39)														
2000	30	28	34	32	30	30	26	24	26	30	36	34		
2001	20	22	25	25	21	19	21	18	20	20	20	19	21	
2002	18	20	23	24	27	23	20	21	8	15	20	18	20	
2003	19	14	15	17	21	21	25	19	17	22	16	15	18	
2004	16	23	23	17	15	18	17	19	14	27	16	19	19	
2005	16	15	17	28	27	30	36	32	29	24	24	19	25	
2006	19	22	23										21	
Male Receiving (23)														
2001	16	15	14	16	17	17	18	19	17	18	16	16	17	
2002	17	18	17	16	15	16	21	19	18	15	15	16	17	
2003	16	17	18	16	18	18	18	18	20	20	18	16	18	
2004	13	18	17	16	16	16	16	16	18	19	18	18	17	
2005	18	17	17	18	18	20	21	23	21	19	19	17	19	
2006	18	20	19										19	
Men's Secure (172) - no out of county inmates														
2001	114	117	125	121	123	118	136	139	129	143	144	132	128	
2002	131	137	141	135	133	128	120	117	104	106	114	107	123	
2003	122	115	128	129	110	115	127	134	126	139	130	121	125	
2004	134	130	138	129	125	120	126	147	134	133	124	124	130	
2005	126	127	128	132	141	149	152	165	167	157	159	149	146	
2006	141	137	138										139	

Justice Sanctions Clients - By Program (March 2003)



Justice Sanctions Clients - By Program (March 2006)



**REPORT TO THE LA CROSSE COUNTY
BOARD OF SUPERVISORS
AND THE
CRIMINAL JUSTICE MANAGEMENT COUNCIL**

*Technical Assistance Provided to La Crosse County, Wisconsin
on June 6-7, 2006
in response to their March 15, 2006 request to the
National Institute of Corrections*

NIC Technical Assistance #06B7026

**National Institute of Corrections Consultant
Becki Ney, Principal
Center for Effective Public Policy**

June 2006

DISCLAIMER

RE: NIC Technical Assistance No. 06B7026

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, human, safe and just correctional services.

The resource person who provided the on site technical assistance did so through a cooperative agreement, at the request of the La Crosse County Board of Supervisors, and through the coordination of the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Becki Ney. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.

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I. NATURE OF THE REQUEST

The La Crosse County, Wisconsin Board of Supervisors requested technical assistance from the National Institute of Corrections (NIC) in the following areas:

- Addressing gender specific needs for women in the criminal justice system.
- Enhancing community corrections.
- Designing and constructing a facility addition to the Law Enforcement Center.

Specifically, the County sought to answer the following questions:

1. Should the male and female population be consolidated into one facility?
2. Can we address the gender specific needs of women more effectively?
3. Can we enhance programming available to the correctional population, both in the jail and in the community?
4. How should we think about the construction of a facility addition to the current Law Enforcement Center that will enhance safety, increase staffing efficiency, and provide for future incarceration needs?

La Crosse County has received past NIC technical assistance, and has greatly benefited from it. The last NIC assistance was provided by NIC consultants, Nate Caldwell and Bob Cushman, in May 2000. At that time, they made eleven recommendations for the County's consideration:

- "CAP" the female jail.
- Contract for a facilitator.
- Develop a correctional philosophy.
- Improve the data system.
- Conduct a public survey.
- Hire a project manager.
- Visit other places.
- Reconcile committees.
- Maximize use of colleges in La Crosse.
- Test the Jail Study Committee's proposals.
- Conduct a staffing analysis.

Since that time, the County and Criminal Justice Management Council (CJMC) have developed and implemented strategies to address each of these recommendations. In many ways, the current technical assistance continues to

build on the significant progress that La Crosse County has made to enhance the effectiveness and efficiency of their criminal justice system.

This report largely responds to the County's questions about gender responsiveness and female offenders. The last section of the report, *Additional Observations of the La Crosse County Criminal Justice System*, addresses some of the other issues identified by the County during this assistance.

II. EVENTS LEADING UP TO THE ASSISTANCE; DESCRIPTION OF THE ACTIVITIES CONDUCTED WHILE ONSITE

I was contacted by Richard Geaither of the NIC, and subsequently by Jane Klekamp, Director of Criminal Justice Sanctions for La Crosse County. It was agreed that I would conduct a two-day site visit on June 6-7, 2006. The primary purpose of the site visit was to assess the County's current situation with respect to gender responsiveness and women offenders. Secondly, I conducted a brief review of the La Crosse Criminal Justice System as a whole in order to gain a greater understanding of gender responsiveness from a systemic point of view.

I reviewed the following documents during the preparation and conduct of the site visit:

- *La Crosse County Board of Supervisor's Request for NIC Technical Assistance*, March 15, 2006.
- *Memorandum Re: Dealing with the Female Jail* to La Crosse County Board of Supervisions from Sheriff Michael Weissenberger, September 16, 1999.
- *NIC Report: Planning of a New Institution, Phase I, La Crosse County, Wisconsin*, Nate Caldwell and Bob Cushman, May 22-25, 2000.
- *Flowchart of the La Crosse County Adult Criminal Justice System*, 2006.
- *Jail Monthly Report*, La Crosse County Sheriff Department, January-May 2006.
- *CJMC Jail Statistics*, 2000-2006.
- *Justice Sanctions Statistical Reports*, 2005, January-March 2006.
- *La Crosse County Jail Initial Screening Form, Booking Card*.
- *Description of the La Crosse County Jail Mental Health Services and Intake Process for Adult Mental Health Crisis Situation*.
- *Letter to Sheriff Michael Weissenberger Re: La Crosse County Huber Center/Female Jail* from Scott Morris, Detention Facilities Specialist, Wisconsin Department of Corrections, January 27, 2003.
- *Annual Jail Inspection Report*, Scott Morris, Detention Facilities Specialist, Wisconsin Department of Corrections, November 15, 2005.
- *Justice Sanctions Program Annual Report*, 2005.

- *Criminal Justice Management Council Meeting Minutes*, January 18, 2006.
- *La Crosse County Corrections Philosophy Statement*, 2005.
- DRAFT: *La Crosse County Measurements and Evaluation Criteria*.

While on site, I interviewed the following individuals:

- Keith Belzer, County Board of Supervisors and Defense Attorney
- Bill Hammes, Chief Probation/Parole Officer, Wisconsin Department of Corrections
- Jim Nesbitt, Professor, University of Wisconsin-LaCrosse
- Sheriff Mike Weissenberger, Sheriff Department
- Captain Doris Daggett, Sheriff's Department
- Chief Deputy Steve Helgeson, Sheriff's Department
- Steve Josephson, Mental Health Services
- Jane Klekamp, Director, Justice Sanctions Program
- Steved Doyle, Chair, County Board of Supervisors
- Vicki Burke, County Board of Supervisors and Chair of the Board's Judiciary and Law Committee
- Ann Quinlisk, Domestic Violence Intervention Project
- Tom Skemp and Jean, Jail Chaplaincy
- Elliott Levine, Public Defender
- Sharon Hampson, County Board of Supervisors
- Scott Horne, District Attorney
- Scott Morris, State Jail Inspector, Wisconsin Department of Corrections
- Judge Michael Mulroy
- Judge John Perlich
- Judge Dale Pasell
- Captain Gary Uting, La Crosse City Police Department
- Steve O'Malley, County Administrator

I was provided a tour of the Women's Jail Facility by Sheriff Weissenberger, Captain Daggett, and Chief Deputy Steve Helgeson. While there I had an opportunity to talk briefly with seven women in one of the cell blocks. I also toured the main jail facility, including the booking and intake area, recreational and program areas, kitchen, visiting area, and cell blocks. Lastly, I toured the recently closed Huber Facility.

I met with the CJMC from 8:00 a.m. to 12:00 p.m. on June 7th. The agenda was developed in consideration of the information gleaned from the individual stakeholder interviews, documents reviewed, and onsite review of corrections facilities. A detailed agenda describing the items discussed is attached along with the following materials developed during the meeting.

- *Building a Vision of Success for Criminal Justice in La Crosse County*

- Chart: *Steps in the Planning Process; Listing of Resource Materials*
- Chart: *The Importance of Assessment in Achieving More Successful Offender Outcomes*
- PowerPoint Presentation: *Increasing Public Safety and Reducing Recidivism – Evidence-based Practices in Offender Management*
- PowerPoint Presentation: *Why be Gender Responsive?*

In addition, two NIC briefs were distributed to all CJMC members:

- Becki Ney and Teri Martin. *Gender Responsive Strategies for Women Offenders: Using Jail Exit Surveys to Improve Community Responses to Women*. December 2005.
- Judy Berman. *Gender Responsive Strategies for Women Offenders: Systemic Criminal Justice Planning: Improving Responses to Women Offenders in Hamilton County, Ohio*. December 2005.

III. PROBLEM IDENTIFICATION; ANALYSIS AND RECOMMENDATIONS REGARDING THE FEMALE OFFENDER POPULATION

Statement of the Problem

The female offender population in the jail is currently housed in the old county jail that was originally built in 1965. When the new jail was opened in 1997, the county moved the men into the new facility and has maintained the women in the old jail with some modifications since that time. The County is increasingly concerned about jail overcrowding, increasing female (and male) populations, and the antiquated physical plant of the old facility. They are considering building an additional building adjacent to the current Law Enforcement Center. The County hopes to realize cost saving and greater efficiency in corrections operations by closing the old county jail and moving the women into a new additional facility thereby consolidating all jail operations and offender populations under one roof. This would include the demolition of the Huber Facility (which was also recently closed) and remodeling of some administrative areas of the main jail facility.

The County Board of Supervisors is in the process of considering several options for improving the current situation. They have discussed the implementation of an Assessment Center and the level of security required for the women. At the same time, they are considering whether to increase the number of beds available for the men and have also discussed whether they will renovate some parts of the main jail as part of this overall construction plan.

Through this NIC technical assistance, the Board of Supervisors and CJMC hoped to inform their process by learning more about the principles of gender

responsiveness, strategies for enhancing community programs, and other issues pertinent to the issues before them.

Description of the Female Population in La Crosse County; Observations about the Female Jail Facility

In 1997 at the time the new jail opened, the average daily female population (ADP) was 24 inmates. The women offender population maintained an increased ADP of 33 during the years 1998-2001. In 2004 and 2005, the ADP of female inmates dropped to 30. For the first four months of 2006, the ADP was 22 women. Because of the age and limitations of the old county jail, the female jail population is capped at 39. Beyond their current charges and criminal history, little else is known about the female offender population in La Crosse County.

On the day I visited the jail, there were 26 women in the facility. I spoke to seven women inmates who were housed in one of the dormitory style cells. The women appeared to be very young, and were typically in the jail due to various drug offenses. A few of the women had been in the jail for several months; others had been in the jail for only a few weeks. The women were lying on their beds and had literally nothing else to do for several hours during the day. There are few opportunities for exercise and program participation, and no opportunities for outside recreation. Yoga classes are conducted in the jail for the women at times during the week. Women are allowed to visit with family and friends in a no-contact partitioned area with telephone communication. One of the cell blocks in the jail is a trusty dorm where some of the women have more freedom of movement and more comfortable housing. The female jail facility does not operate according the principles of gender responsiveness (see attached article and PowerPoint presentation). Jail staff noted the limitation of the physical space of the facility and staff to address some of these issues.

Analysis and Recommendations

1. Conduct a jail exit survey to gain a better understanding of the female offender population.

The primary question before the Board of Supervisors is whether to build or not to build; and if they decide to build, what should they build. This decision should be informed by as much information about the female population as possible. For example, what are the risks and needs of the female population? Will they require maximum custody cells? Are they more suited to residential treatment? Will they remain in jail for long periods of time? Are there issues unique to the female population that should be considered in the planning of a new institution? What are their programming and treatment needs and their implication for programming space in a new facility? How can we incorporate gender responsive principles in any new construction? The answers to these questions

(and many others) will significantly impact the kind of facility the County may build – how large it is and how the physical space is constructed to accomplish the goals and activities that will take place there.

The CJMC and Board of Supervisors should consider the conduct of a jail exit survey to learn more about the women offenders in the County before finalizing their construction plans. Previous NIC consultants have also commented on the County's lack of information about the offender population and the lack of automated management information, in general. They made similar recommendations and further suggested that the Board of Supervisors forge closer ties to local universities – typically a tremendous resource of knowledgeable faculty and students skilled in the conduct of research. The NIC also has utilized consultants skilled in the conduct of jail exit surveys – notably Bob Gibson who is located in Wisconsin, and Dr. Teri Martin, co-author of the NIC Brief on jail exit surveys provided to the CJMC at their June 7th meeting. The brief outlines a step by step process for conducting a jail exit survey and provides examples of how other jurisdictions have used this information to inform their decisionmaking.

2. Engage in a more fulsome problem solving process to determine how best to respond to the women offenders in the La Crosse County criminal justice system.

La Crosse County has been extraordinary in following the roadmap provided by the last NIC consultants: The Board of Supervisors has consolidated their committees relevant to criminal justice; they have created the CJMC; they have developed a correctional philosophy in addition to many other accomplishments they can point to. The CJMC offers an excellent forum for collaborative problem solving about the female offenders. By conducting a more thorough planning process, the CJMC will learn more about how women offenders come in contact with the criminal justice system in La Crosse County and the kinds of resources that would be most effective in responding to their needs and risks.

Typically, women offenders' pathways to crime are quite different from the men. They tend to get caught up in the criminal justice system for relatively minor offenses and are less able to extricate themselves from the system. The women tend to have overwhelming needs, but because they are generally lower risk than the men, can often benefit most from increased community programming, rather than secure confinement. By engaging in a more robust planning process, the CJMC and Board of Supervisors may learn many surprising things about the female population that they have not considered.

An NIC Brief describing how one jurisdiction – Hamilton County, Ohio – engaged in a planning process to incorporate gender responsive principles into their jail

and respond more effectively to the female population was provided to the CJMC at the June 7th meeting.

3. Conduct mapping.

Mapping is the process to chart the flow of women offenders into and through the criminal justice system. Through mapping, the County may learn a lot more about the women than what is currently known. For example, there may be some community options used more frequently for men than for women that could be expanded to accommodate more women, and perhaps further reducing the jail population. There may be fewer residential or outpatient treatment slots available for women that could be increased. It may be that there are differences in the bail amounts given women versus the men resulting in the women staying in the jail longer than the men. There may be other bottlenecks in the system that effect women more than men that is not readily apparent. These are the kinds of things that other jurisdictions have learned about as a result of mapping the flow of women offenders through the system. Again, more information is needed about the female offender population before determining what additional resources may be needed in the County.

The NIC Brief on Hamilton County also discusses the process they went through to map the flow of female offenders coming in contact with the jail.

4. Appoint a Female Population Subcommittee of the CJMC to review and recommend jail programming for the women; to determine how best to incorporate principles of gender responsiveness in the jail (old and proposed); determine additional strategies for managing women offenders in the County.

No one disagrees that it is most desirable to close the old county jail; however, the physical plant with the current modifications seem adequate for the time being. None of the individuals interviewed indicated any urgency in closing the facility, nor did I observe anything that would suggest an immediate resolution to the problems associated with this aging facility. With additional programming and opportunities to address the issues that brought them to jail, the CJMC and Board of Supervisors will be able to be more responsive to the female population in the old county jail, and perhaps even further reduce the jail population.

In the interim, this would allow some time for the CJMC and Board of Supervisors to conduct a jail exit survey and mapping, and engage in a more collaborative, criminal justice problem solving process (see recommendations above). Through this process, the County will become better informed about their current policies and practices, and ultimately, will be better equipped with the kind of information they need to implement the most cost efficient and effective solutions that respond to the problems identified during this assistance.

From a systemic viewpoint, the County is also experiencing a recent increase in the men's jail population, and is reeling from two suicides in the men's facility in the past year. In terms of priority, the men's facility may demand the Board's more immediate attention than the female jail. By comparison, the men's facility is loud and constantly noisy. Twenty or more inmates are housed in pods of double bunked cells with a large day room. There is little or no direct contact with staff. There is little or no programming or opportunities for the men to address the issues that brought them to the jail. Recreation is very limited. There appears to be significant mental health issues among the men that are exacerbated by the physical environment of this facility. It does not appear to be a safe environment for inmates or staff. In this context, maintaining the women in the old county jail where it is safer and less stressful until some of these more immediate issues can be addressed may be something the Board of Supervisors may want to consider. In the interim, much can be done to literally "bring the community into the jail." While space is limited, much more can be done to provide programming and opportunities to engage offenders in the jail as currently constructed.

To conduct a more thorough assessment of the female population, it is recommended that the CJMC consider appointing a subcommittee whose charge it would be to conduct a full review of current policies and practices that effect female offenders. Some of the issues the subcommittee might focus on include: What immediate programming and opportunities can we bring to the female jail population? What do we want to know about the female offenders? How can we organize ourselves to conduct a jail exit survey? How can we enhance our collaboration to effect the female offender population? How can we incorporate principles of gender responsiveness in the current (and proposed) jail?

5. Develop a plan to implement an assessment process.

An adequate assessment is an essential component of an effective criminal justice system. During the CJMC meeting on June 7th, we discussed the number of opportunities for assessment at each key decision point throughout the criminal justice system (see attached chart on assessment). Many CJMC members noted that assessment was critical to addressing offender risk and needs and reducing recidivism.

While touring the jail on June 6th, I observed the booking and intake area of the jail. Currently, a brief booking and intake process is conducted with the offender at a counter in the jail upon admission. When offenders are referred to Justice Sanctions Programs, a Level of Services Inventory (LSI) is conducted. Probation and parole use an assessment tool developed by the Wisconsin Department of Corrections. Additional assessments are conducted by mental health staff and others. While all of these are excellent assessment tools that should continue to

be used, there does not appear to be a cohesive system of assessment that ties all of this together and is consistent throughout the criminal justice system.

The Board and the CJMC should consider the implementation of a plan to incorporate a consistent assessment process from time of booking through discharge and aftercare. For example, when Hamilton County, Ohio, implemented a more thorough mental health screening at time of booking, they were able to identify and divert several women from the jail to a mental health program in the community that targeted their needs. In Tulsa County, Oklahoma a brief LSI was introduced and conducted at time of booking. The short LSI helps them to identify offenders more quickly for several pretrial and accelerated release programs. They find that they are able to respond more quickly to offenders being brought to the jail; they actually save money on assessments further down the line; and they are able to identify eligible offenders earlier for community corrections programs. In both Hamilton and Tulsa Counties, they have realized jail bed day savings as a result of incorporating a more thorough assessment earlier in the process. They find they are better informed about the issues confronting the women who enter their jails and are better prepared to respond.

Lastly, what the Board decides to do about developing a more consistent assessment process could also have implications for the proposed addition to the Law Enforcement Center. It is conceivable that the current booking area could be modified to allow for a more appropriate space to conduct assessments upon intake. It is also conceivable that newly configured space would better serve the staff and offenders in this regard. Whatever the decision, consideration of the role and purpose of assessment to guide criminal justice decisions at the jail and throughout the criminal justice system is another important consideration.

6. Enhance collaboration.

The CJMC is an example of the County's commitment to working together to solve criminal justice problems. Over time, the county has steadily built an effective system of sanctions that is responsive to victims, offenders and their families. At their June 7th meeting the CJMC articulated a vision that included a more collaborative problem solving process. In fact, collaboration is an important ingredient to achieving all of the recommendations set forth in this report. If the CJMC is interested in implementing specific strategies to improve how they collaborate to achieve more successful criminal justice outcomes, there are several criminal justice resources currently available at www.collaborativejustice.org. This website is sponsored by NIC, the State Justice Institute, and the Bureau of Justice Assistance to provide resources to criminal justice teams interested in enhancing their collaboration to achieve better criminal justice results.

7. Expand and enhance community programming options for women.

La Crosse County has been very successful in implementing a range of pretrial and sentencing options that both reduce recidivism and reduce the jail population. In fact, La Crosse County has proven that many offenders can be safely managed in the community, thereby reducing the need for secure jail beds. At their meeting on June 7th, the CJMC articulated a vision that included a continuum of sanctions and services for offenders that are evidence-based and hold offenders accountable (see attached chart on Vision). In addition to conducting a jail exit survey, the County may consider profiling women offenders who are on probation and parole, and in Justice Sanctions Programs. This information may reveal additional gaps in current community programming that, if filled, would further reduce the jail population and be more responsive to the women's needs.

8. Visit other jurisdictions.

The County and CJMC asked for a recommendation regarding other jurisdictions they may consider visiting. (The previous NIC consultants also recommended that the County consider visiting other jurisdictions.) At this time, I would recommend two jurisdictions that the CJMC and Board of Supervisors may consider visiting. Both are jail-based, both have been past participants in NIC Women Offender Projects, both have implemented the principles of gender responsiveness in various aspects of jail management and community programming. Both have incorporated additional assessment to guide decisionmaking.

- Hamilton County, Ohio
- Hampden County, Massachusetts

NIC can provide more descriptive information about each of these jurisdictions and can also provide contact information if the County would like to take advantage of this.

9. Take advantage of additional NIC resources.

The County should review the forthcoming 2006-2007 NIC Program Plan (usually available in August) to determine if there are upcoming training events that would be relevant to them. The NIC website – www.nicic.org – is also a tremendous resource.

**IV. ADDITIONAL OBSERVATIONS OF THE LA CROSSE COUNTY
CRIMINAL JUSTICE SYSTEM**

1. Build on past accomplishments.

While on site, I had the opportunity to meet with many La Crosse County stakeholders. All seemed genuinely interested and dedicated to addressing criminal justice problems in the most cost efficient and effective manner. All should be commended for their tireless efforts to make their community safe and a better place to live. The establishment of the CJMC is one example of an accomplishment the Board of Supervisors should nurture and enhance, and some CJMC members even expressed a desire to make the group more effective in the future. The County can easily build on this accomplishment by adopting a criminal justice problem solving approach. A first step in this process involves agreeing on a vision statement for criminal justice in the County (see below). This process was begun at the meeting on June 7th. There are also many strategies the CJMC can employ to continue to be a strong voice for criminal justice (see attached Steps in a Criminal Justice Problem Solving Process and the resources listed for more detailed information).

Another great accomplishment the County may wish to build on is the Justice Sanctions Program. Initiated in 1995, JSP was implemented to lower recidivism rates and reduce the jail population. Over time, Justice Sanctions Programs has increased the number of options available for monitoring pretrial defendants and managing sentenced offenders safely in the community, including a successful Drug Treatment Court. Other current programs include: OWI, OAR, Bail Monitoring, electronic monitoring for sentenced and pretrial release, community service work, victim impact panels, monitoring probationers and parolees in cooperation with the Wisconsin Department of Corrections, and drug testing. Since its implementation, Justice Sanctions Programs has saved the County literally thousands of jail bed days and more than \$1.3 million in additional jail operations costs.

Clearly, the County has shown that it can manage the jail population effectively, and can reduce jail population when needed.

2. Take the time to engage in a collaborative problem solving process.

Among the individuals I interviewed, there is great agreement that something must be done to improve the current jail situation. On the other hand, there is much disagreement over what specific things should be implemented and what specific things should be built and why. While there may be some more immediate issues that should be dealt with regarding the men's facility, no one that I interviewed indicated that there was any pressing need to begin construction. The Board and CJMC may wish to take some time now to gather additional information and data that in the long term will result in the construction of a facility that can truly serve the needs of the County into the future and achieve the criminal justice goals envisioned by the County.

3. Enhance collaboration.

As noted above (see Recommendation 6 in Section III), collaboration is the key to achieving more successful criminal justice outcomes. The County should seek to enhance collaboration wherever possible. Additional resources are available at the NIC information center website – www.nicic.org -- or at www.collaborativejustice.org.

4. Integrate the jail into the current continuum of sanctions.

While on site, I observed the jail as being very separate from (rather than more integrated with) other sanctions that are currently in place in the community. Rather than acting as an anchor or foundation for the rest of the existing continuum, the jail does not appear to have many links to any of the other programs currently in place. Enhanced collaboration among all of the criminal justice agencies will be required to achieve the CJMC's vision for a "true" continuum of sanctions. The CJMC may consider how the jail can become more integrated into the existing continuum of sanctions. Can the jail be linked more effectively to programs in the community? Are there subpopulations of the jail (for example, probation and parole violators) that we can target that may require several agencies to work collaboratively together in order to reduce their impact on the jail?

5. Complete the vision statement for criminal justice in La Crosse County.

The CJMC articulated several statements about a future vision of criminal justice in La Crosse County that clustered in four general areas: (1) the community, (2) the system as a whole, (3) the programs in place to respond to offender behavior, and (4) the offender outcomes that are expected (see attached notes on Vision). The CJMC should devote some time at upcoming meetings to completing the vision statement. This is one of the first steps in a problem solving process that can lead to better results.

6. Develop a Jail Population Review Committee.

Many jurisdictions have found Jail Population Review Committees to be a very effective mechanism for reducing jail overcrowding. Key criminal justice stakeholders (typically, the prosecutor, public defender, jail administrator, judge, key program staff) meet on a regular basis (usually weekly) to review the population housed in the jail to determine if there are offenders who they all agree can be managed safely in community. Anecdotally, several individuals I interviewed indicated that a large proportion of existing jail space – up to 40% of jail beds – is being used by probation and parole violators. The County might realize some more immediate relief from jail crowding by having a committee such as a Jail Population Review Committee taken a closer look at this target population to determine if there are any opportunities to move this population through the jail more quickly.

7. Complete a full staffing analysis.

Previously, the Sheriff's Department completed the first part of NIC's suggested format for a jail staffing analysis. While NIC no longer conducts staffing analyses themselves, they do provide training assist to jurisdictions interested in learning how best to perform this complex analysis. The Board of Supervisors should communicate directly with NIC to learn more about how they can take advantage of this assistance.

8. Address immediate safety needs in the jail; Implement recommendations of NIC consultant providing guidance on suicide prevention.

While I do not claim to be a jail operations expert and my knowledge in this area is very limited, it was readily apparent to me that the new jail is not a safe place for staff or inmates. There are several strategies the County can employ to enhance the safety of the facility – many of these strategies have already been addressed throughout this report. On the day I left, another NIC consultant was arriving in the County to provide specific assistance with respect to jail suicides. It is assumed that this report is consistent with the findings of this other NIC technical assistance consistence.

Criminal Justice Management Council
June 7, 2006
8:00 a.m. – 12:00 p.m.
Proposed Agenda
by Becki Ney

- 8:00 a.m. Welcome and Introductions; Review Agenda**
Becki Ney, Principal, Center for Effective Public Policy
(See attached biography and contact information)

CJMC members were asked to introduce themselves. While introducing themselves, members were asked to imagine a future vision in La Crosse County by stating one thing they envisioned being in place in the future in order to achieve a more effective criminal justice system.

(See attached chart: *Building a Vision of Success.*)

- 9:00 Consultant Observations; Summary of Individual Interviews**

Becki shared some of her observations of the La Crosse County Corrections system, the nature of the offenders incarcerated in the local facilities (including the women), and summarized the highlights of the individual stakeholder interviews.

(See *Observations and Recommendations* in the Consultant Report)

- 10:00 Break**

- 10:15 Engaging in a Rational Planning Process to Achieve Goals**

Becki briefly discussed the elements of a rational planning process that the CJMC may consider conducting in order to develop a greater understanding of their current criminal justice policies and practices, resources, and current offender population (including the women) from a more systemic perspective. Having a greater understanding of their current situation will assist the CJMC and Board of Supervisors in identifying and implementing more cost effective strategies to improve criminal justice system functioning and offender outcomes, and ultimately achieve their goals for a more efficient, results driven system.

(See attached chart describing the steps involved in a rational criminal justice planning process and a listing of a few resource manuals that may assist the CJMC in engaging in this process.)

10:45

Key Topics of Interest: Gender Responsiveness; Evidence-based Practices; Offender Assessment

Becki briefly discussed the key principles of gender responsiveness. CJMC members were provided two NIC briefs entitled:

Becki Ney and Teri Martin. *Gender Responsive Strategies for Women Offenders: Using Jail Exit Surveys to Improve Community Responses to Women*. December 2005.

Judy Berman. *Gender Responsive Strategies for Women Offenders: Systemic Criminal Justice Planning: Improving Responses to Women Offenders in Hamilton County, Ohio*. December 2005.

Becki gave a presentation on the principles of evidence-based practices and discussed more effective strategies for targeting resources to achieve more successful offender outcomes and reduced recidivism.

(See attached PowerPoint presentation: *Increasing Public Safety and Reducing Recidivism – Evidence-based Practices in Offender Management*.)

Lastly, Becki discussed the concept of offender assessment as essential in guiding responses to offender behaviors and targeting criminal justice resources more effectively.

(See attached chart, *The Importance of Assessment in Achieving Successful Offender Outcomes*.)

11:45

Summary and Closing Remarks

Becki agreed to summarize the meeting notes and presentation materials and provide a report of observations and recommendations to the CJMC by their next meeting on June 28, 2006.

12:00 p.m. **Adjourn**

Building a Vision of Criminal Justice in La Crosse, Wisconsin

At their meeting on June 7, 2006, the Criminal Justice Management Committee articulated a number of concepts and statements reflecting their future vision of criminal justice in La Crosse County. The following statements have been grouped into like categories. An (*) indicates that it was stated by more than one person.

About our community:

- There is a healthier society through managing antisocial behavior effectively.
- There are no more (fewer) victims.***
- Prevention is a primary focus.
- The community is involved and understands what we do.

Outcomes we expect and strategies for engaging offenders:

- There is reduced recidivism.***
- There are fewer (no repeat) offenders.***
- There is a changed offender behavior.**
- Offenders are rehabilitated.**
- Offenders are accountable for their behavior and are accountable to victims.*****
- We listen to the voice of women offenders and respond to their needs.***
- Punishment and retribution are reserved for habitual, serious and dangerous offenders.
- Only the most dangerous (scary and afraid of) offenders are in the jail.**

About the criminal justice system:

- The La Crosse County criminal justice system is integrated and effective.**
- We have an effective collaboration in place and hold each other accountable.***
- La Crosse County Corrections is consolidated under one roof, runs more efficiently, and is affordable.***
- We utilize space more effectively.
- Criminal justice staff, offenders and the public are safe.*****
- We evaluate what we do.
- We are on the cutting edge.
- The system is just and humane.**
- The Criminal Justice Management Council is more effective.
- We engage in harm reduction (and don't make things worse).

About the program components in place to affect offender outcomes:

- There are (more) programs in place and also in the jail for both women and men.*****
- There is a continuum of offender services in place.****
- Evidence-based practices are imbedded within all criminal justice agencies and underlay all offender programs; decisionmaking is based on established best practices and research.*****
- Programs include aftercare components, mentors, and effective case management.
- We utilize volunteers.
- We are people-based.

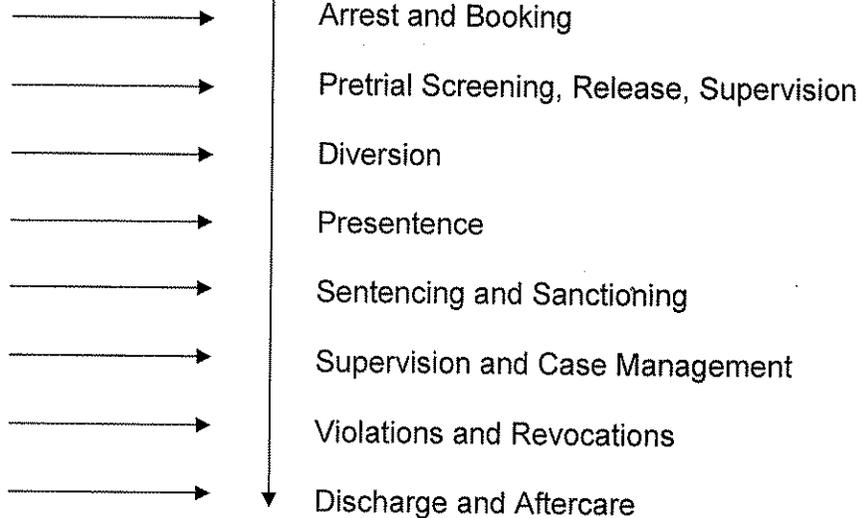
The Importance of Assessment in Achieving Successful Offender Outcomes

During the CJMC meeting on June 7, 2006, assessment was discussed as a primary component of an effective criminal justice system. The CJMC discussed several key decision points for assessment to guide criminal justice decisionmaking in La Crosse County.

“Assessment is a process, not a place”

Assess Risk and Needs
LSI
Mental Health
Substance Abuse
Literacy
Vocational
Etc.

Key Decision Points and Opportunities for Assessment



Key Steps in a Criminal Justice Problem Solving Process

During the CJMC meeting on June 7, 2006, the key steps involved in achieving more effective criminal justice problem solving were discussed.

1. Identify a Vision (Where do we want to go?)
2. (Re)define the Mission of the Group to Achieve the Vision (How do we plan to get there?)
3. Understand Current Policies and Practices (What do we do now?)
 - System Mapping (How do offenders come in contact with the criminal justice system and flow through the system?)
 - Offender Population Profiling (Who are the female/male offenders coming in contact with the system? What are their risks and needs?)
 - Assessing Current Resources (What resources currently exist in the community to respond to offenders? What resources are available for female offenders in particular? Do programs incorporate the principles of gender responsiveness and evidence-based practices?)
4. Conduct a Gaps Analysis (What do we want to change? Where are our gaps in current policies, practices and resources?)
5. Develop an Implementation Strategy (What strategies can we employ to fill our gaps and achieve our vision and goals?)
6. Implement and Monitor Results (Are our implementation strategies working to achieve the results we expect?)

List of Resources: *These documents are all available on the NIC website at www.nicic.org and help guide policy teams through a rational planning process.*

Peggy McGarry and Madeline Carter. *Intermediate Sanctions Handbook: Experiences and Tools for Policymakers*. Center for Effective Public Policy, Silver Spring, MD, 1993.

Becki Ney and Peggy McGarry. *Getting it Right: Collaborative Problem Solving for Criminal Justice*, Center for Effective Public Policy, Silver Spring, MD, forthcoming August 2006.

Bob Cushman. *Guidelines for Developing a Criminal Justice Coordinating Committee*, National Institute of Corrections, Washington, DC. January 2002.

Consultant Biography and Contact Information

Becki Ney is a Principal with the Center for Effective Public Policy (www.cepp.com) where she has worked since 1982. Over the past 20 years, Ms. Ney has directed a number of national training and technical assistance projects that have focused on women offenders, domestic violence, sex offender management, criminal justice system assessment, sentencing, probation and parole violations and revocations, parole release decisionmaking, and jail and prison overcrowding. Most recently, Ms. Ney has provided technical assistance and training for grantees of the *Serious and Violent Offender Reentry Initiative* sponsored by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, and for jurisdictions participating in the National Institute of Corrections' *Transition from Prison to Community Initiative*. Ms. Ney also coordinates the technical assistance component for the *Center for Sex Offender Management*, and works closely with several jurisdictions throughout the country to improve their community management of sex offenders. Lastly, Ms. Ney was the Project Director of the NIC's *Intermediate Responses to Women Offenders* project, and has provided training and technical assistance to many jurisdictions interested in incorporating principles of gender responsiveness into their corrections programming. Ms. Ney holds a Bachelor of Arts degree in Psychology and Sociology from La Salle University in Philadelphia, Pennsylvania, and a Master of Science degree in Criminology from the University of Edinburgh, Scotland. Ms. Ney is a founding member of the Center, which was incorporated in 1981.

Becki Ney

Principal

Center for Effective Public Policy

32 East Montgomery Avenue

Hatboro, PA 19040

Phone: (215) 956-2335

Fax: (215) 956-2337

Email: bney@aol.com

**LA CROSSE COUNTY BOARD OF SUPERVISORS
COUNTY BOARD MEETINGS**

PUBLIC ATTENDANCE WELCOME

ONLY THE SOUTH ENTRANCE WILL BE OPEN AFTER 5:00 P.M.

Administrative Center
400 4th St. N, Room B410, La Crosse WI

COUNTY BOARD MEETINGS

Monthly Meetings

June 15, 2006	9:00 a.m.	January 18, 2007	6:00 p.m.
July 20, 2006	6:00 p.m.	February 15, 2007	6:00 p.m.
August 17, 2006	6:00 p.m.	March 15, 2007	6:00 p.m.
September 21, 2006	6:00 p.m.	May 17, 2007	6:00 p.m.
October 19, 2006	6:00 p.m.	June 21, 2007	9:00 a.m.
December 21, 2006	6:00 p.m.		

Annual Meetings

Annual Budget Meeting and Public Hearing	
Public Hearing: November 13, 2006	6:00 p.m.
Annual Meeting: November 14, 2006	9:00 a.m.

Re-Organizational Meeting

April 17, 2007	6:00 P.M.
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Committee of the Whole - Policy Planning Meetings

Monday of Committee Week **	6:00 P.M.
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**Committee Week is customarily the week before County Board

Special Meetings may be called as needed

Other changes could occur due to unforeseen circumstances.

All County Board Meeting Notices and Agendas are on the La Crosse County Web Site

It is advisable to check HERE for updated information
Or contact the office of the

COUNTY BOARD CHAIR or COUNTY CLERK

Phone: 608-785-9563 Email: stephen.cheryl@co.la-crosse.wi.us
Phone: 608-785-9581 Email: countyclerkoffice@co.la-crosse.wi.us

STANDING COMMITTEE STRUCTURE

Standing Committees/Boards shall act as the policy oversight committee for the following departments.

EXECUTIVE COMMITTEE

County Administrator
Corporation Counsel and Child Support Agency
County Clerk
Finance

Information Technology
Personnel
Treasurer
Printing

AGING AND LONG TERM CARE COMMITTEE

Hillview Health Care Center
Carroll Heights
Lakeview Health Center
Veterans Services
Aging

HEALTH AND HUMAN SERVICES BOARD

Human Services
Health

JUDICIARY AND LAW COMMITTEE

Clerk of Courts
Family Court Commissioner
District Attorney
Emergency Services
Medical Examiner
Sheriff

Mediation and Family Court Services

PLANNING RESOURCES AND DEVELOPMENT COMMITTEE

Land Conservation
Zoning, Planning and Land Information
Register of Deeds
County Surveyor
University Extension

PUBLIC WORKS AND INFRASTRUCTURE COMMITTEE

Facilities
Highway
Solid Waste

STANDING COMMITTEES AND BOARDS

*COMMITTEE WEEK SHALL BE THE WEEK BEFORE THE COUNTY BOARD MEETS

ALL STANDING COMMITTEES and BOARDS MEET MONTHLY

These dates & times could vary for special circumstances.

For any Special Meetings or possible changes due to Holidays or other conflicts,

Please check the agenda at: <http://www.co.la-crosse.wi.us/Minutes%20and%20Agendas/MinAgsIndex.htm>

EXECUTIVE COMMITTEE

4:00 p.m. Wednesday of *Committee Week

Steve Doyle, Chair
George Hammes
Tara Johnson
Ralph Geary Jr.
Vicki Burke
James Ehrsam
Roger Plesha
Charles Spiker
Don Meyer

AGING AND LONG TERM CARE COMMITTEE

9:00 a.m. Monday of *Committee Week

Roger Plesha, Chair
James Ehrsam
Lyell Montgomery
Ray A. Ebert
Ann Fisher
Jason Gillett
Gerald Sebranek

JUDICIARY AND LAW COMMITTEE

2:30 p.m. Tuesday of *Committee Week

Vicki Burke, Chair
Keith Belzer
Joe Bilskemper
Bernie Maney
Maureen Freedland
Jacie Gamroth
John Medinger

PLANNING, RESOURCES

AND DEVELOPMENT COMMITTEE

3:00 p.m. Monday 2 Weeks before 3rd Thursday

6:00 p.m. Public Hearing (Same day)

George Hammes, Chair
Don Bina
J. Terry Hanson
Brian Kapanke
Don Meyer
Robert F. Keil
Tom Rauk
David Hansen, FSA Rep.

HEALTH AND HUMAN SERVICES BOARD

6:30 p.m. Tuesday of *Committee Week

Tara Johnson, Chair
Jill Billings
Sharon Hampson
Margaret Wood
Brad Pfaff
Patrick Schippers
Anita Froegel – citizen
Loren Kannenberg – citizen
James Glasser, MD

PUBLIC WORKS AND INFRASTRUCTURE COMMITTEE

4:00 p.m. Monday of *Committee Week

Charles Spiker, Chair
Jim Berns
Ralph Geary Jr.
Leon Pfaff
Andrea Richmond
Jeffrey Schroeder
Jai Johnson

← **RETURN TO MAIN INDEX**

SPECIAL COMMITTEES, BOARDS AND COMMISSIONS

**BOARD OF ADJUSTMENT
(Zoning)**

Walter Gilbert, Chair
Howard Raymer Jr.
Robert Mullally
David Eilertson, 1st alternate
Barbara Frank, 2nd alternate

**BOARD OF HARBOR
COMMISSIONERS**

Marc Schultz, Chair
Jim Bertram
Don Meyer
Joel Clark
Wayne Oliver
Thomas Lynch
Dale Wetterling

COMMISSION ON AGING

Charles Spiker, Chair
Lyell Montgomery
Brad Pfaff
Robert Machotka
Edward Miner
Dorothy Wetterlin
Shirley Holman

**COMMISSION ON EQUAL
OPPORTUNITIES IN HOUSING**

Sharon Hampson, Chair
Lyell Montgomery
Robert Machotka
Tom Hutchison
Ron Boenigk

CONDEMNATION COMMISSION

William Kirkpatrick
Donald Johnson
Christ Meseloras
Peter Skemp
Mark Schneider
Richard Dineen
Al Trapp
Marc Ranger
Vacancy

CRIMINAL JUSTICE

MANAGEMENT COUNCIL

Richard Kyle, Chair
Steve Doyle
Vicki Burke
Keith Belzer
Sharon Hampson

Bill Hammes
Scott Horne
Jerry Huber
Elliott Levine
Michael Mulroy
Mike Weissenberger
Ed Kondracki
Ann Quinlisk
Kimberly Vogt
Jim Nesbitt
Margaret Larson
Tom Trannel
Richie Johnson

**ECONOMIC DEVELOPMENT
COMMITTEE**

Audrey Kader, Chair
James Ehrsam
Vicki Burke
Jim Berns
Barry Bertelsen
Jan Gallagher
Bob Brown
Keith Carson
Vacancy

PUBLIC SAFETY

COMMUNICATIONS BOARD

Randy Williams, Chair
Scott Alo, Vice Chair
Edward Kondracki
Randy Roeck
Gregg Cleveland
Mike Weissenberger
Steve O'Malley
Vicki Burke
Bruce Ranis
Eric Voter
Vacancy

ETHICS BOARD

Roland Solberg
Lynn Valiquette
Rev. Thomas O'Neill
Steve Mader, 1st alternate
Judy Bower, 2nd alternate

**HIGHWAY SAFETY
COMMISSION**

William Lubinski, Chair
Andrew Winga
Alternate-John Mueller
Tim Hammes
Alternate - Dennis Osgood
Jeff Radtke
Mike Weissenberger
Alternate-Steve Heigeson
Ronald Oleson
Alternate-Tony Hutchens
Roland Solberg
Ilona Hansen
John Flynn
Timothy Berg
Al Blencoe
Randy Rank
Dennis Johnson

HISTORIC SITES

PRESERVATION COMMISSION

Vicki Twinde-Javner, Chair
Jason Gillett
Harriet Schuppel
H. King Holley
Barbara Koolman
Richard Bedessem
Kent Sween

COMMITTEE OF THE WHOLE

All 35 County Board Supervisors

(Special Committees, Boards and Commissions continued on next page)

← RETURN TO MAIN INDEX

SPECIAL COMMITTEES, BOARDS AND COMMISSIONS

(continued from previous page)

**LA CROSSE COUNTY
ECONOMIC DEVELOPMENT**

Steve Doyle, Chair
Steve O'Malley, Vice Chair
Ralph Geary Jr
William Shephard
Gary Ingvallson
Audrey Kader
Sharon Mahlum
Judy Fuchsteiner
Mary Jo Werner
Barry Bertelsen
Jim Petersen
Ray Sundet
Don Brenengen

**LA CROSSE COUNTY HOUSING
AUTHORITY**

Joe Bliskemper
Jim Sciborski
Betty Woodruff
Dan Wee
Karen Hadley

LIBRARY BOARD

Loren Caulum, Chair
Andrea Richmond
Mary Filla
Fred Marini
George Varnum
Glenn Seager
Jamie Skjeveland

**WILDLIFE ABATEMENT/
DAMAGE COMMITTEE**

Carl Mueller, Chair
Leon Pfaff
Stan Tyler
Francis Brown

**LOCAL EMERGENCY PLANNING
COMMITTEE**

Pat Smith, Chair
Vicki Burke
Jeanette Lensef
Dick Matushek
Marc Schultz
Mike Horstman
Robert Mulliner
Phil Niemer
Sue Kunz
Jennifer Shilling
Tom Wright
Lois Losby
Keith Butler
Franz Fredricks
Shari Vanderbush
Pat Caffrey
Jamie Harmon-Abbott

SOLID WASTE POLICY BOARD

J. Terry Hanson
Leon Pfaff
Maureen Freedland
Jason Gilman
Steve Hogden
Pete Reister
Lamoine Parkhurst
Dave Corcoran
Dale Hexom

**VETERANS SERVICE
COMMISSION**

Alfred Schulze, Chair
Carl Sjolander
Michael Sevallius

OTHER ORGANIZATIONAL APPOINTMENTS

AGRICULTURAL SOCIETY

Don Bina

AVIATION BOARD

Brian Kapanke

COULEECAP, INC.

Ann Fisher
Jill Billings

**COULEE REGION PUBLIC
HEALTH PREPAREDNESS
CONSORTIUM**

Sharon Hampson

HIDDEN VALLEYS

Margaret Wood

**LA CROSSE AREA
DEVELOPMENT CORP
(LADCO)**

Brad Pfaff

**LAKE NESHONOC
PROTECTION AND
REHABILITATION DISTRICT**

Don Bina

**LAKE ONALASKA
PROTECTION AND
REHABILITATION DISTRICT**

Vicki Burke

**MISSISSIPPI RIVER REGIONAL
PLANNING COMMISSION**

James Ehrsam
Vicki Burke
Tara Johnson

**SOUTHWEST BADGER
RESOURCE CONSERVATION
AND DEVELOPMENT (SWRCS)**

Don Bina
Marc Schultz, alternate

**SOUTHWEST
INTERNATIONAL TRADE,
BUSINESS AND ECONOMIC
DEVELOPMENT COUNCIL
(ITBEC)**

James Ehrsam
Gerald Sebranek

**WINDING RIVERS LIBRARY
SYSTEM**

Sharon Hampson
Tom Rauk
Mary Garves
Loren Caulum
Mary E. Larson
Vern Olson
Judy Bouffleur

**WISCONSIN COUNTIES
UTILITY TAX ASSOCIATION**

James Ehrsam

Advisory and Ad Hoc Committees may be formed as needed. Additional committee information, agendas and minutes can be found on the web site under Meeting Minutes/Agendas.

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Updated 6/30/06

GENERAL GOVERNMENT 1.46(3)

(3) Duties and Powers of the Public Works and Infrastructure Committee:

(a) Functions as the county highway committee and has general supervision over the Highway Department in representing the county in the expenditure of county funds in constructing or maintaining, or aiding in constructing or maintaining highways pursuant to s. 83.015, Wis. Stats.

(b) Submits to the County Board an annual report, which shall include a report on the receipts and expenditures of the Highway Department.

(c) Exercises policy making and legislative authority over the Facilities Department and all County facilities and properties management, including: capital improvement projects, facilities maintenance, preventive maintenance, construction, personal property and real estate, including parks and parking lots, whether owned or leased, and operations, repairs and upkeep of such real estate; and shall negotiate and execute concession arrangements on an annual basis.

(d) Exercises oversight over operational matters of the Solid Waste Department.

1.47 JUDICIARY AND LAW COMMITTEE.

(1) Membership. The Judiciary & Law Committee shall be composed of 7 Supervisors appointed by the County Board Chair.

(2) The Committee shall act as the policy oversight committee for the following departments:

(a) Clerk of Courts;

(b) Family Court Commissioner;

(c) District Attorney;

(d) Emergency Services;

(e) Medical Examiner;

(f) Sheriff; and

(g) Mediation and Family Court Services.

(3) Special Committees, Boards & Commissions. The Judiciary & Law Committee acts as liaison to the County Board for the following: Public-Safety Communications Board, Criminal Justice Management Council, and Local Emergency Planning Committee (LEPC).

1.48 AGING & LONG TERM CARE COMMITTEE

(1) Membership. The Aging & Long Term Care Committee shall be composed of 7 Supervisors appointed by the County Board Chair. The membership may be increased to 8 members if 1 member is also a member of the Health and Human Services Board.

GENERAL GOVERNMENT 1.55(1)(j)

(j) Fire Chief from County at-large (Appointed by Fire Officers' Association)

(k) Medical Services Representative (Appointed by the County Board Chair)

(2) Duties and Powers. The Public-Safety Communications Board:

(a) Exercises operational control over the Emergency Services – Public-Safety Communications, including hiring and evaluating the performance of the Emergency Services Administrator, subject to the financial and personnel regulations and policies of La Crosse County.

(b) Serves to resolve impasses in functional operations and may assist in developing policies relative to functional operations.

(c) Makes recommendations to the Judiciary and Law Committee on matters involving ambulance service pursuant to s. 59.54(1), Wis. Stats., and emergency medical service programs pursuant to s. 146.55, Wis. Stats.

(d) Coordinates to the extent feasible elements necessary in implementing the Emergency Medical Services Program in La Crosse County including but not limited to the La Crosse Emergency Dispatch System (911), law enforcement agencies, first responder agencies, fire departments, ambulance services, and other groups interested and involved in emergency medical services.

(e) Serves in an advisory capacity to the Judiciary and Law Committee.

1.57 CRIMINAL JUSTICE MANAGEMENT COUNCIL. The Criminal Justice Management Council shall be an advisory committee to the Judiciary & Law Committee.

(1) Membership. The Criminal Justice Management Council shall be composed of 18 members who are La Crosse County residents as follows: the County Board Chair or his/her designee, 3 other Supervisors appointed by the County Board Chair including at least 1 Supervisor from the Judiciary & Law Committee and 1 Supervisor from the Health & Human Services Board, the Presiding Judge of La Crosse County Circuit Court, the La Crosse County Sheriff, the La Crosse County District Attorney, a representative of the Wisconsin Department of Corrections, a representative of the State of Wisconsin Public Defender's office, the La Crosse County Human Services Director, a police chief of a police department in La Crosse County, and 7 citizen members. The County Board Chair shall appoint the police chief and the 7 citizen members (1 of which shall be a victim advocate) after public solicitation.

(2) Term of Citizen Members. The initial term of the 7 citizen members shall commence on the 3rd Tuesday of April and shall be staggered as follows: 3 citizens shall serve a 1 year term, 2 citizens shall serve a 2 year term, and 2 citizens shall serve a 3 year term. After the initial term, the citizen members shall serve a term of 3 years with a limit of 2 consecutive terms. The County Board Chair shall appoint the citizen members at the April organization meeting of the County Board.

(3) Vacancies. If a vacancy occurs on the Council, the County Board Chair shall as soon as practical appoint a person to fill the unexpired portion of the term to which the person is appointed. If the term is for a police chief or citizen member, such appointment may be made after public solicitation.

(4) Duties and Powers.

(a) The Criminal Justice Management Council is created to act in an advisory capacity to the Judiciary & Law Committee, Health & Human Services Board, and County Board on all aspects of the La Crosse County Criminal Justice System subject to the constitution and to any enactment of the legislature which is of statewide concern and which uniformly affects every county. The Council shall recommend to the appropriate standing committees and County Board changes, including the creation, elimination or modification of programs, policies and procedures that reflect the La Crosse County Correctional Philosophy.

(b) To assure coordinated leadership, all proposed policy changes relating to criminal justice may be brought to the Council for review and for recommendations to the appropriate La Crosse County Committees.

(c) Under the direction of the County Board, the Council shall be responsible for the evaluation of the La Crosse County Criminal Justice System in accordance with the La Crosse County Correctional Philosophy.

(d) The Council may assist County departments in setting priorities for the La Crosse County Criminal Justice System.

(e) The Council may perform such other general functions necessary to implement its responsibilities as directed by the Judiciary & Law Committee and/or County Board.

1.58 LIBRARY BOARD.

(1) Membership. The Library Board shall be composed of 7 members appointed by the County Administrator subject to the confirmation of the County Board. The Board shall include at least 1 School District Administrator of a school district located in whole or in part in that county, or that School District Administrator's designee, and 1 or 2 Supervisors.

(2) Terms. The terms shall be for 3 years. Vacancies shall be filled for unexpired terms in the same manner as regular appointments are made.

(3) Duties and Powers of the Library Board.

(a) Supervise the administration of the County Library System pursuant to s. 43.58, Wis. Stats.

(b) Appoint a Library Director to administer the day to day operations of the Library System.

1.60 BOARD OF ADJUSTMENT.

(1) Membership. The Board of Adjustment shall be composed of 3 members for a 3 year term beginning July 1. There shall be 1 or more alternate members on the Board of Adjustment at all times for a 2 year term. Alternate members may be appointed at any time upon recommendation of the County Board. They shall have the same powers and duties as regular members. Appointments are made by the County Administrator subject to the confirmation of the County Board.

LA CROSSE COUNTY NOTICE OF MEETING

COMMITTEE OR BOARD: CRIMINAL JUSTICE MANAGEMENT COUNCIL

DATE OF MEETING: Wednesday, June 28, 2006

Administrative Center

****Room 3220****

400 N. 4th Street, La Crosse, WI 54601

TIME OF MEETING: 7:30 AM – 9:00 AM

PURPOSE OF MEETING: Monthly Meeting

1. Approval of April 19, 2006 Minutes
2. System Assessment
 - a. Learn about the population
 - b. Collaborate on resources (probation, jail, Clinical Services, JS)
 - c. Develop a map of the flow of people through the criminal justice system
3. Gaps – Identify gaps in the system to understand where we need to go
4. Strategies
5. Implementation
6. Follow-up technical assistance grant to NIC
7. Brief Report on Drug Conference
8. Adjourn

NOTICES FAXED/MAILED TO:

NEWS MEDIA

La Crosse Tribune
 Coulee News
 WKBH / WLFN
 WLSU
 WKBT-TV
 WIZM
 WXOW-TV
 Onalaska Community Life
 Holmen Courier

COUNTY DEPARTMENTS

County Administrator
 County Clerk
 Facilities
 Justice Sanctions
 Corp Counsel

OTHER

Carolyn Mahlum Jenkins
 Vince Hatt (email)
 Don Campbell (email)

OTHER

Loralee Clark (email)
 June Kjome (email)
 Sue Wiese (email)
 Jean Marck (email)
 Reid Magney (email)
 Doris Daggett (email)
 Tom Skemp (email)
 Sharon Hampson (email)
 John Medinger (email)
 Tom Jacobs (email)
 Mary Powell (email)
 Peter Kinziger (email)
 Helen Buehler
 Cindy Innes
 Gerry Cox
 John Perlich
 Patrick Brummond
 Jim Speropulos (email)
 Wayde Anger
 Lisa Zanon (email)

COMMITTEE MEMBERS

Richard Kyte, Chair
 Steve Doyle
 Judge Michael Mulroy
 Vicki Burke
 Scott Horne
 Jerry Huber
 Bill Hammes
 Jim Nesbitt
 Kimberly Vogt
 Elliott Levine
 Mike Weissenberger
 Ed Kondracki/Gary Uting
 Keith Belzer
 Ann Quinlisk (email)
 Dr. Tom Trannel
 Margaret Larson
 Richie Johnson
 Sharon Hampson

Kathy Johnson (email)

Ann Fisher

Bridget Todd (email)

Randy Williams (email)

MEMBERS: If unable to attend, call Terri Pavlic at (608) 785-9700.

PERSONS WITH DISABILITY: If you need accommodation to attend this meeting, please contact Terri Pavlic at (608) 785-9700 as soon as possible.

DATE NOTICE FAXED/MAILED/EMAILED AND POSTED: June 22, 2006.

**JOINT MEETING OF
LEC ADDITION COMMITTEE AND
CRIMINAL JUSTICE MANAGEMENT COUNCIL**

June 7, 2006
Administrative Center Room B190
8:00 a.m.

MEMBERS PRESENT:	Steve Doyle, Vicki Burke, Keith Belzer, Maureen Freedland, Sharon Hampson, Tara Johnson, John Medinger, Roger Plesha, Jeff Schroeder, Chuck Spiker, Judge Michael Mulroy, Scott Horne, Bill Hammes, Mike Weissenberger, Gary Uting, Jim Nesbitt, Kim Vogt, Elliott Levine, Ann Quinlisk, Margaret Larson
MEMBERS EXCUSED:	Don Meyer, Richard Kyte, Ed Kondracki, Jerry Huber, Dr. Tom Trannel, Richie Johnson
OTHERS PRESENT:	Steve O'Malley, Doris Daggett, Jim Speropulos, Gary Ingvalson, Jane Klekamp, Scott Morris, Steve Anderson, Gloria Doyle, Marsha Kurth, Bill Adams, Vicki Gunderson, Kermit Gunderson, Bridget Todd, Steve Helgeson, Judge Roger LeGrand, Sheila Garrity, Tom Skemp, Gregg Hoesley, Jill Billings, Annie (La Crosse Tribune), Terri Pavlic

CALL TO ORDER

Steve Doyle called the meeting to order at 8:05 a.m.

APPROVAL OF MAY 22, 2006 MINUTES OF THE JOINT MEETING OF LEC ADDITION COMMITTEE AND CRIMINAL JUSTICE MANAGEMENT COUNCIL

MOTION by Johnson/Plesha to approve above minutes carried unanimously. (Meyer, Kyte, Kondracki, Huber, Trannel & Johnson excused)

NIC CONSULTANT BECKI NEY

Becki Ney, Consultant from the National Institute of Corrections was present at the request of La Crosse County to take a look at where we are at in terms of criminal justice and corrections in the County. She asked everyone what their vision was for a criminal justice system in La Crosse. Following are the responses:

- Integrated & effective
- Reduced recidivism
- Fewer repeat offenders
- Change in offender behavior
- No more victims
- Scary "afraid" of people in jail
- More programs in place and in jail
- Continuum of services
- Evidence Based Practices in place/decisions research
- Rehabilitation
- Accountability to victims/offenders; all of us
- Collaboration
- Safety of staff, inmates, public

- Aftercare components, mentors and solid relationship on an individual basis
- Consolidate/make more efficient (1 building)
- Just system
- Evaluate what we do
- Affordable
- Volunteers
- Prevention
- People based – not facility based
- Healthier society through managing anti-social behavior
- Be on cutting edge
- CJMC be more effective
- Community is involved and understands
- Humane
- Use space more effectively
- Voice of inmates
- We don't make these worse
- Retribution/Punishment

Becki's impression of La Crosse County was very positive and felt we should build on what we have. We do need to obtain more information on the jail population. Becki would like to give us enough information to make an informed decision. She will summarize her recommendations and send us a report by the end of the month.

Becki distributed two handouts (attached) – “Using Jail Exit Surveys to Improve Community Responses to Women Offenders” and “Systemic Criminal Justice Planning: Improving Responses to Women Offenders in Hamilton County, Ohio”.

Becki showed the Committee a powerpoint presentation on Evidence Based Practices entitled “Increasing Public Safety and Reducing Recidivism by Enhancing Offender Success”.

ASSESSMENT CENTER

After much discussion, it was basically determined that we should focus on the process of doing assessments and not the facility itself and we will make space available.

FUTURE AGENDA ITEMS

1. Discussion of Becki Ney's report of suggestions/recommendations.

NEXT CJMC MEETING – June 28th - 7:30 a.m.

NEXT LEC MEETING – June 20th – 8:15 a.m.

ADJOURN

There being no further business, the meeting was adjourned at 11:15 a.m.

The above minutes may be approved, amended, or corrected at the next Council meeting.

Recorded by Terri Pavlic.

**JOINT MEETING OF
LEC ADDITION COMMITTEE AND
CRIMINAL JUSTICE MANAGEMENT COUNCIL**

May 22, 2006

Administrative Center Room B190

8:00 a.m.

MEMBERS PRESENT:	Chuck Spiker, Vicki Burke, Maureen Freedland, Sharon Hampson, Tara Johnson (arr. 8:30 a.m.), John Medinger, Don Meyer, Jeff Schroeder, Richard Kyte, Judge Michael Mulroy, Scott Horne, Bill Hammes, Jerry Huber, Elliott Levine, Ann Quinlisk, Margaret Larson, Doris Daggett (for Sheriff Weissenberger), Gary Uting
MEMBERS EXCUSED:	Steve Doyle, Keith Belzer, Roger Plesha, Mike Weissenberger, Ed Kondracki, Jim Nesbitt, Kim Vogt, Dr. Tom Trannel, Richie Johnson,
OTHERS PRESENT:	Steve O'Malley, Jim Speropulos, Gary Ingvalson, Steve Anderson, Tracy Kloth, Jan Morgan, Lisa Zanon, Peter Kinziger, Bridget Todd, Donna Gunnarson, Gloria Doyle, John Johnson, Chris Magnuson, Steve Helgeson, Dave Lange, Terri Pavlic

CALL TO ORDER

Chuck Spiker called the meeting to order at 8:05 a.m.

APPROVAL OF MAY 9, 2006 MINUTES OF THE JOINT MEETING OF LEC ADDITION COMMITTEE AND CRIMINAL JUSTICE MANAGEMENT COUNCIL

MOTION by Schroeder/Burke to approve above minutes carried unanimously. (Doyle, Belzer, Plesha, Weissenberger, Kondracki, Nesbitt, Vogt, Trannel & Johnson excused)

CONTINUE REVIEW OF ADULT CRIMINAL JUSTICE PROCESS

Judge Mulroy went through the process once a person reaches Intake Court. There is a Supreme Court decision that no one can be held in custody for longer than 48 hours without judicial review. Therefore, on Sunday morning, law enforcement will take police reports to the judges for review from the weekend's bookings to determine probable cause to hold these people in custody pending their court appearance on Monday. Also a process has been started to review whether or not these people can be released on bond on Sunday, rather than waiting until Monday afternoon. At intake court, the person is advised of the charges against them; what the potential penalties are; whether or not their case is a felony or misdemeanor and bond is set. In felony cases, a person is entitled to a preliminary hearing at which the state has a very low burden of proof to show probable cause. These are scheduled for approximately a week from the initial appearance. The misdemeanors are set for a pretrial conference at the D.A.'s office, where a person is able to discuss their case with the D.A. There is also an adjourned initial appearance, which is back in Intake Court at 2:30. If counsel feels that a person is not competent a psychiatrist or psychologist is appointed for evaluation. The judges may receive input from Justice Sanctions, the D.A.'s office or defense counsel. Bond may either be cash bond or signature bond and conditions are set as appropriate, i.e. no contacts with victims, no alcohol, etc. In borderline cases, they are referred to Justice Sanctions, which is usually more strict than a regular signature bond, which may include electronic monitoring, alcohol and drug testing,

curfews, requirement for employment, etc.

Clients are referred to Justice Sanctions in one of three ways: Comply with Justice Sanctions; Referred to Justice Sanctions by Court, attorneys, Human Services, Dept of Corrections or Child support, or a person is eligible for JS by Jail Classification interview. A LSI (Level of Service Inventory) is conducted and limits or conditions are set, which could consist of monitoring or drug and alcohol testing, etc. This assesses risks in order to determine levels of supervision; aids in making appropriate referrals and assists in establishing an alcohol/drug testing schedule. Recommendations are then made to the Court. Clients must go through a screening process, including a release of information, LSI interview, compile complaint, history, residence and employment and receive a score on the LSI. A bond evaluation is issued to the court and drug tests are given to determine a baseline and color. Forms used by Justice Sanctions were distributed, i.e. the Interview Guide, the short and long form LSI, Score Guide, Release Forms, Bond Evaluation that goes to the Court; Bond Monitoring Rules; Wage Assignment; Copy of Violations.

INTAKE PROCESS FOR ADULT MENTAL HEALTH CRISIS SITUATION

Gary Uting indicated that when police officers receive a call from Dispatch with a person exhibiting erratic behavior or someone who is suicidal, it's automatically a 2 person call. If they determine that a Chapter 51 mental health hold is necessary, the officer also needs to assess if it's a matter of intoxication or incapacitation or a matter of developmental disability (Chapter 55). The officer takes the person into custody and transports them to the hospital against their will. The officer does the paperwork at the hospital that is required by them and also there is a State Chapter 51 statement form that is needed to be filled out and the patient is read their rights. Gary did a 30 day study on just the Chapter 51's and there were 38 total. The quickest response was 28 minutes and the longest was 2 hours 35 minutes. The process generally takes @1 hour and it is a 2-officer call. The officer needs to type the reports, and file it and sometimes they have to testify in court. The County Mobile Crisis Response Team may be called at the officer's discretion. If a person is taken to the hospital, they still need to face their legal charges, once they are stabilized. If there is physical impairment or substantial risk of harm to themselves or others, the person will be taken to the hospital first. The officer signs a "hold" statement that goes on the medical chart letting hospital staff know that when the person is released, they need to go to jail. When impairment or danger is not there, the person is released from the hospital and taken to the jail.

Donna Gunnarson reported on the Emergency/Chapter 51 process and some of the options involved. Basically a call comes in through dispatch and go out to the police officer. Sometimes dispatch will call Mobile Crisis right away and have them call the officer to see what the situation is. The officer can either have Mobile Crisis meet them at the person's home or take them to Hope House which is the Crisis Center where an assessment can be done. Or there is the alternative of taking the person to the hospital if a diversion isn't the best solution. If the person doesn't need to go to the hospital, there are various stabilization options in the County through the Mental Health Crisis Program, such as Hope House, Adult Family Homes, or next day appointments with psychologists or therapists. Also, there is a database of crisis plans that can be pulled up on the laptop that contains things like who their support people are; if they are on medications; what helps that person, etc.

If a person does go to the hospital Emergency Room, the Mobile Crisis Team meets them at the hospital, where the assessment is done with the doctor and E.R. social worker. Last year there were a total of 686 emergency detentions. Out of those, 14 went to jail or to the JDF; 40 went home or to a relative's home; 6 went to a stabilization place; and 571 were admitted to the psych unit. Only about

20% are able to be diverted once the person reaches the Emergency Room, but if the Mobile Crisis Team meets with the person without going to the hospital, the diversion rate is 80%. If a person is hospitalized and they don't have insurance, the County pays for the hospitalization but bills back the person at \$600/day. If the person goes to an alternative place, then they are billed on a sliding fee scale, which would be less expensive for them.

Once a person is detained, the court intervention office is notified and Corp Counsel is also contacted. A probable cause hearing needs to be held within 72 hours of the detention (excluding weekends and holidays). There are @15-20 of these a month. The court ordered medications paperwork needs to be filled out; the hearing is scheduled; Dave Lange will review the case; testimony from the physician is gotten; and criteria has to be proved that the person is mentally ill and we need to show that the individual is dangerous in some way – either to themselves or to others. On occasion a Settlement Agreement may be reached, where the case will be continued for 90 days and the person needs to comply with various conditions. If the conditions are met, the case is dismissed. After the Probable Cause Hearing, the Final Hearing needs to take place within 14 days of being brought to the hospital. If a commitment is obtained, the Order for Detention is issued. If committed, the person receives treatment for 6 months, not necessarily institutionalized.

If a person is taken to the hospital, they still need to face their legal charges, once they are stabilized.

Two consultants from NIC (National Institute of Corrections) will be coming in June 6-9. Becki Ney will be here June 6&7 to discuss gender issues; building issues and general assessments. Judi Regina-Whiteley will be here June 8&9 to discuss mental health issues; suicide prevention and medical issues. The LEC Addition Committee is cancelled for June 6th. Becki Ney will be meeting with key people in the jail and criminal justice system. There will be another joint meeting of the CJMC and LEC Addition Committee on June 7th from 8:00 – noon. Agenda items will be: NIC Consultant and Assessment Center. On June 20th the LEC Addition Committee will be meeting. Agenda items will revisit timeline; what we've learned from NIC; construction manager ideas; assessment center. Individuals from the mental health community will be meeting with Judi Regina-Whiteley on June 8&9.

ADJOURN

There being no further business, **MOTION** by Meyer/Schroeder to adjourn the meeting at 9:37 a.m. carried unanimously. (Doyle, Belzer, Plesha, Weissenberger, Kondracki, Nesbitt, Vogt, Trannel & Johnson excused)

The above minutes may be approved, amended, or corrected at the next Council meeting.

Recorded by Terri Pavlic.

**JOINT MEETING OF
LEC ADDITION COMMITTEE AND
CRIMINAL JUSTICE MANAGEMENT COUNCIL**

May 9, 2006

Administrative Center Room B190

8:15 a.m.

MEMBERS PRESENT:	Steve Doyle, Keith Belzer, Vicki Burke, Sharon Hampson, Tara Johnson (arr. 8:30 a.m.), John Medinger, Don Meyer, Roger Plesha, Jeff Schroeder, Chuck Spiker, Judge Michael Mulroy, Scott Horne, Bill Hammes, Kim Vogt, Elliott Levine, Richard Kyte, Ann Quinlisk, Jim Nesbitt, Dr. Tom Trannel, Margaret Larson, Doris Daggett (for Sheriff Weissenberger), Gary Uting
MEMBERS EXCUSED:	Jerry Huber, Mike Weissenberger, Ed Kondracki, Richie Johnson, Maureen Freedland
OTHERS PRESENT:	Steve O'Malley, Bryan Jostad, Pat Brummond, Steve Anderson, Tracy Kloth, Jan Morgan, Lisa Zanon, Jacie Gamroth, Judge Roger LeGrand, Sheila Garrity, Jill Billings, Peter Kinziger, Jim Speropulos, Terri Pavlic

CALL TO ORDER

Chairman Steve Doyle called the meeting to order at 8:15 a.m.

REVIEW ADULT CRIMINAL JUSTICE PROCESS

Elliott Levine prepared a flowchart showing the Adult Criminal Justice Process system to make sure that everyone understands the basic system from arrest to sentencing.

Gary Uting distributed copies of the La Crosse Police Department General Orders and the Arrest Procedures (attached). Paperwork that needs to be completed consists of a General Report that the officer does; an Arrest Report, and the Use of Force Report (an internal report that documents all use of force); and special reports (such as Chapter 51 report). Elliott suggested that we conduct a separate meeting regarding Chapter 51's, as this is a whole different procedural process. If someone is in custody, the Court Officer sends the reports to the D.A. the next business day, and a copy goes to Records for filing. Also, Gary Uting and the Captain of the Investigative Services receive and review all reports on a daily basis, after the Shift Commander reviews them for technicalities. They are in the process of doing digital reporting, but currently are using hard copies.

Doris Daggett distributed copies of the Medical/Mental Health Screening Form that is completed on each inmate, as well as a general guideline of what takes place in the jail booking process (attached).

The arresting officer completes an orange card (attached) which contains basic information, bond information, no contact information, as well as some brief mental health related questions.

Once it is determined that a person should be held in jail, the Visionair system is used which includes doing the computer entry, medical/mental health screening, etc. The initial medical/mental health screening form is then completed by jail staff if the inmate is unable to bond out of jail. If it is a regular screening form, it goes into the nurses' basket for the nurse to screen later. If medication is needed, the nurse is notified right away. If no nurse is on duty and there is medication that is needed

right away, the doctor is notified to obtain permission to administer the medication. If a special watch is needed due to answers on the screening form, the inmate is put into a special watch area and the nursing staff and Steve Josephson are notified. If on a weekend, the Crisis Team may be called in.

Doris went over the Booking Process, which includes: Individual comes to jail; Reasons for incarceration; Inmate booked using VisionAir; Initial Medical/Mental Health Screening Form; Medical staff reviews screening form and makes referrals as necessary; Fingerprinting & mug shots; Changing into jail uniform; Phone call offered and Classification Process completed. An objective based Northpoint Classification System is used to look at the person's past criminal history, the reason for incarceration, behavior in jail if they have been in jail, which determines whether they are low, medium or high risk.

She also went over the Release Process, with the different variables such as arrest on new charges; arrest warrant; warrant & commitment; probation/parole hold; serving a sentence; citation; hold for another county or jurisdiction; immigration hold; writ; municipal warrant; child support; or hold for court.

A couple of problems that slow down the booking process are: uncooperative/intoxicated people; there are 30 beds in receiving (11 individual; 2 5-bed blocks; 1 2-bed block; and 7 medical); the 2 jailers that are assigned to the booking area are also responsible for special watch rounds in addition to regular rounds; the Initial Screening Form can take a significant amount of time to complete; getting inmates ready for transport to prison; and in between times the jail staff are serving meals, changing linens, etc.

Elliott reviewed the Public Defender process with the committee. He distributed the Intake form which is faxed over to them each morning from the Jail. The intake process involves interviewing the inmates using the forms attached, including the Public Defender Notification Sheet, the Wisconsin State Public Defender Case Opening Form, the Wisconsin State Public Defender Eligibility Evaluation Form and an ethnicity form. The inmate must qualify in order to obtain State Public Defender services. The confidential section, which contains background information, on the Case Opening Form is given to the defense attorney at Intake Court so that they are able to argue bond. The Public Defender will appear even though a person does not qualify so that they can give the judge this information.

Scott Horne reported on the District Attorney process. They are the only prosecutor's office in the County that handles criminal offenses. In any given year they will prosecute @ 2,000 misdemeanors, 700-800 felonies, 200-300 juvenile delinquency petitions, @ 500 traffic crimes and a little less than 1,000 traffic forfeitures. When the cases come in, the D.A. can issue a complaint; review the case and not process as a crime; or if it is not severe, they may give it back to the municipal court or they may need to have more investigation. They process about half of the cases that are referred. There are several diversion programs that are offered up front, such as making restitution up front; educational/assessment program at Unity House and doing community service; underage drinking program; or there is a first offender diversion program.

Approximately 30-40% of the misdemeanor cases are resolved through the pretrial process. Approximately 90% of felony cases are resolved with diversion programs or plea agreements. Tara thought it would be beneficial to have Scott write up these processes.

Due to time constraints it was felt that the agenda item regarding an Assessment Center, along with the mental health processes, should be discussed in another joint meeting. The next regularly scheduled meeting of the LEC Addition Committee (May 23) has been cancelled, as well as May 17th CJMC meeting. **The next joint meeting of the CJMC and the LEC Addition Committee is scheduled for Monday, May 22 at 8:00 a.m. in Room 3220.**

UPDATE ON NIC INVOLVEMENT

The National Institute of Corrections (NIC) will be making a visit the first week of June. One consultant will be coming on June 6&7 to discuss building issues, structural needs and gender specific issues. On June 7th at 7:30 a.m. there will be a meeting for the CJMC where they will be interviewing those people who are directly involved in the system. In addition to this, the Sheriff had sent the NIC a letter asking for additional assistance regarding mental health and suicide prevention. An additional consultant will be coming to discuss these issues on June 8 & 9.

La Crosse County was awarded a \$500,000 three-year OWI grant. A press release will be going out on this soon. Approximately 15 people will be attending the National Association of Drug Court Professionals Conference in Seattle to obtain additional information on drug court and OWI. This will be paid for through the OWI grant. There will also be two additional social worker positions hired which will also be paid for with the grant. This was included in the budget contingent upon receipt of the grant.

UPDATE ON COMMITTEE/PROJECT TIMEFRAME

Steve indicated that the committee/project timeline that was proposed is behind schedule.

ADJOURN

There being no further business, **MOTION** by Burke/Vogt to adjourn the meeting at 9:45 a.m. carried unanimously. (Jerry Huber, Mike Weissenberger, Ed Kondracki, Richie Johnson, Maureen Freedland excused)

The above minutes may be approved, amended, or corrected at the next Council meeting.

Recorded by Terri Pavlic.

CRIMINAL JUSTICE MANAGEMENT COUNCIL MEETING

March 15, 2006

Administrative Center Room B190

7:30 a.m.

MEMBERS PRESENT:	Vicki Burke, Bill Hammes, Jim Nesbitt, Kim Vogt, Richard Kyte, Ann Quinlisk, Dr. Tom Trannel, Margaret Larson, Richie Johnson
MEMBERS EXCUSED:	Steve Doyle, Gerald Sebranek, Scott Horne, Jerry Huber, Elliott Levine, Mike Weissenberger, Ed Kondracki, Keith Belzer, Gary Uting
OTHERS PRESENT:	Steve Anderson, Jane Klekamp, Steve O'Malley, Sharon Hampson, Terri Pavlic

CALL TO ORDER

Chairman Richard Kyte called the meeting to order at 7:40 a.m.

APPROVAL OF FEBRUARY 15, 2006 MINUTES

MOTION by Burke/Nesbitt to approve the February 15, 2006 minutes carried unanimously. (Doyle, Sebranek, Horne, Huber, Levine, Weissenberger, Kondracki, Belzer and Uting excused.)

POLICIES & PROCEDURES REGARDING CORRECTIONAL MENTAL HEALTH

Sergeant Steve Anderson from the Sheriff's Department gave information regarding the processes of the jail regarding people with mental health issues. His impression is the mental health issue has become significant. He believes the number of people with a mental health diagnosis has increased in the last few years. Many of these individuals need a structured environment, therefore many of them like it in jail. The Sheriff's Department has changed their mental health assessment tool to a 4-5 page form, and Steve Josephson, as well as Cindy Eirschele from Justice Sanctions, work with people with mental health issues. The suicide rate is very low in the jail but any suicides is too many. Many of the items in the Sheriff's Departments list of things to be considered when designing a jail relate to mental health issues. The results of the four investigations of the recent suicide should be completed by the end of the month and will be put on next month's agenda.

REASONS WHY CRIME RATE IS GOING DOWN AND MALE SECURE JAIL POPULATION IS GOING UP and NEW JAIL PROJECT

Jane distributed a handout that showed comparisons between La Crosse, Rock and Marathon Counties. Marathon County has a slightly higher population than La Crosse and the jail population is approximately 50 more than what La Crosse County is. The admissions were significantly lower than La Crosse by @1,000. The length of stay is higher than La Crosse County. Their average length of stay is 23 days, compared to Rock County, which is 29 days, compared to La Crosse County which is 14 days. Also very interesting was there was a classification snapshot done for one day. Marathon's high risk population was 8%, Rock County was 2.3% and La Crosse County was 14%, so we had a higher level of high risk people. In Marathon County, 44% of their population was low risk; Rock County 39.4% and La Crosse had only 4%. That tells us that we are getting the lower risk people out of jail. Since some of these inmates may have had a calming influence on the jail overall, the number of problems (i.e. altercations) has went up. This may also be because of the jail population numbers going up. Steve will run a report for the last 4-5 years on the number of jail altercations and bring it to the committee next month.

Jane distributed a sheet regarding the addition of the Law Enforcement Center which listed several things that the Justice Sanctions Department feels would be beneficial. Jane will be discussing these concerns with the Building Committee. Also, the CJMC "List of Needs", which was compiled at the last meeting, was reviewed.

The Sheriff's Department presented a preliminary list of items to be considered to the LEC Addition Committee, which is attached.

The Board has authorized us to solicit responses to proposals for service as Construction Manager. They would help us select an architect and subcontractors and serve as the superintendent on the site. Most of the people interviewed did not have a full understanding of our expectations on the pre-design phase and as a response a letter is being sent to NIC for additional help.

STATISTICS

Bookings for Jan and Feb are lower than last year. The average daily population for Jan and Feb is down @60 from last year. The average length of stay is lower.

Mens secure – average population was 139 – compared to 146 last year. Numbers have stayed pretty consistent. Justice Sanction's stats are running pretty much the same.

Jane will do some research on snapshots of why numbers are going up and crime rate is going down.

ADJOURN

There being no further business, Chair Kyte adjourned the meeting at 8:38 a.m.

The above minutes may be approved, amended, or corrected at the next Council meeting.

Recorded by Terri Pavlic.

CRIMINAL JUSTICE MANAGEMENT COUNCIL MEETING

February 15, 2006

Administrative Center Room B190

7:30 a.m.

MEMBERS PRESENT:

Steve Doyle, Gerald Sebranek, Vicki Burke, Scott Horne, Jerry Huber, Bill Hammes, Jim Nesbitt, Kim Vogt, Elliott Levine, Richard Kyte, Keith Belzer, Ann Quinlisk, Dr. Tom Trannel, Margaret Larson, Gary Uting, Richie Johnson

MEMBERS EXCUSED:

Mike Weissenberger, Ed Kondracki

OTHERS PRESENT:

Jane Klekamp, Steve O'Malley, Pete Kinziger, Doris Daggett, Sharon Hampson, Dan Springer, Bridget Todd, Judge Perlich, Patrick Brummond, Jim Speropulos, Tanya Van Tol (student), Jill Billings, Sue Wiese, Bill Solwig, Terri Pavlic

CALL TO ORDER

Chairman Richard Kyte called the meeting to order at 7:35 a.m.

APPROVAL OF JANUARY 18, 2006 MINUTES

MOTION by Vogt/Burke to approve the January 18, 2006 minutes carried unanimously. (Weissenberger & Kondracki excused.)

RESOLUTION RE: APPROVAL OF NEED FOR JAIL/LAW ENFORCEMENT CENTER ADDITION AND INITIAL PROJECT TIME LINE

Vicki Burke asked to have this item on the agenda for approval prior to the County Board meeting on Thursday 2/16/06. The Committee of the Whole approved the resolution, as well as the Executive Committee. Steve O'Malley noted that upon approval of the County Board, a Law Enforcement Addition Committee will be formed to work over the next 6 months defining the scope of the project. This committee will include input from the CJMC and will make a final recommendation to the County Board. The Judiciary & Law Committee would oversee the construction. Elliott Levine asked for more information regarding the jail population. He said he would like to know why the jail population continues to grow while the crime rate goes down. He said it would be a good idea to review charging decisions and the related convictions to determine if the jail population can be reduced further by reviewing inmates with higher classifications. It is possible the jail population could be reduced further if all inmates are assessed for release. He believes that a reason for the increased population in the secure jail is our behavior in treating the individual. Steve Doyle does not think we should interpret the resolution to add jail beds. Vicki Burke indicated that the Law Enforcement Addition Committee will definitely be looking at policies, procedures, and different options, along with the facility itself. Steve Doyle indicated the CJMC should answer the question of why the male secure population is going up if the crime rate is going down. This will be put on next month's agenda. Jim Nesbitt would like the CJMC to convey to the County Board that the CJMC supports this project. **MOTION** by Burke/Vogt to approve the Resolution Re: Approval of Need for Jail/Law Enforcement Center Addition and Initial Project Time Line carried by a 15/1 vote. Levine voted no; Weissenberger & Kondracki excused)

NEW JAIL PROJECT – REVIEW CJMC PHILOSOPHY AND COMPILE A LIST OF

NEEDS

Jane distributed a list of the themes that the CJMC has discussed between 2002 and 2005, along with the Correctional Philosophy Statement. The initial list that the CJMC came up with is as follows:

1. Availability of alternatives to traditional incarceration based on best practices (i.e. Drug Court, Electronic Monitoring, Bail Monitoring, Day Reporting Center, testing for AODA, urinalysis, etc).
2. Assessment Center looking at risk issues with the ability to have a coordinating system to allow individuals to get immediate connections to services (i.e. mental health issues/drug & alcohol issues), how to divert individuals out of the system. Increase pre-trial services.
3. Formalized Data Collection Center
4. Managing juvenile inmates.
5. Mental health services (confidentiality issues)
6. Educational Services
7. Case managers/social workers for the secure population
8. Discharge Planning
9. Increase program space.

DRUG COURT EVALUATION

Bill Zollweg, the evaluator for La Crosse's Drug Court Program, presented a PowerPoint regarding the outcome evaluation for the program. This showed how the program is doing in terms of concrete measurable outcomes. The total dollar benefit for La Crosse County Drug Court is estimated to be \$1,363,240/year. The recidivism rate is 12% for the number of graduates that have been re-arrested for any offense. La Crosse County's Drug Court funding is very stable for this year and next year because of the La Crosse Community Foundation. The federal grant was extended for us through June, plus we received a substantial amount of funding from the Community Foundation for the next two years. This report will be posted on the County website. The evaluation will be presented to the county board.

POLICIES & PROCEDURES REGARDING CORRECTIONAL MENTAL HEALTH

Due to time constraints, this agenda item was held over to next month.

STATISTICS

Due to time constraints, this agenda item was held over to next month.

ADJOURN

There being no further business, **MOTION** by Kyte/Nesbitt to adjourn the meeting at 8:57 a.m. carried unanimously. (Sebranek, Horne, Huber, Hammes, Weissenberger, Kondracki, Belzer and Trannel excused.)

The above minutes may be approved, amended, or corrected at the next Council meeting.

Recorded by Terri Pavlic.

CRIMINAL JUSTICE MANAGEMENT COUNCIL MEETING

January 18, 2006

Administrative Center Room B190

7:30 a.m.

MEMBERS PRESENT:	Steve Doyle, Vicki Burke, Jim Nesbitt, Kim Vogt, Elliott Levine, Richard Kyte, Ann Quinlisk, Margaret Larson, Gary Uting, Richie Johnson
MEMBERS EXCUSED:	Gerald Sebranek, Scott Horne, Jerry Huber, Bill Hammes, Mike Weissenberger, Ed Kondracki, Keith Belzer, Tom Trannel
OTHERS PRESENT:	Jane Klekamp, Steve O'Malley, Pete Kinziger, Doris Daggett, Sharon Hampson, Dan Springer, Terri Pavlic

CALL TO ORDER

Chairman Richard Kyte called the meeting to order at 7:35 a.m.

APPROVAL OF DECEMBER 21, 2005 MINUTES

MOTION by Nesbitt/Burke to approve the December 21, 2005 minutes carried unanimously. (Sebranek, Horne, Huber, Hammes, Weissenberger, Kondracki, Belzer and Trannel excused.)

JAIL INSPECTION REPORT

Vicki Burke distributed the State of Wisconsin Department of Corrections Annual Inspection report, which was done by Scott Morris. The first part of the report is concerning operational changes affecting jail operations, followed by a summary of jail operations, as well as a checking system at the end of the report. Some of the main points in the report that Vicki noted were:

- Extension of the contract with Healthcare Professionals, LTD
- Increased hours for mental health crisis services
- Additional close circuit cameras installed, plus recording capacity has been upgraded and expanded.
- Expansion of educational offerings for female inmates
- Overcrowding of the main secure jail
- Maintenance issues in the female jail

Overall, the report was positive. Doris informed us that they will be doing a walk through of the women's jail as a follow up to the report to see what changes can be done at this time.

ROLE OF THE CJMC IN NEW CONSTRUCTION PLANNING

Steve O'Malley indicated that we will begin the process of retaining services for the construction of the jail addition. Some of the problems that we have identified include better space for programs; moving Justice Sanctions over; moving of female jail over; future needs space, better location of the jail kitchen, etc. We are looking at hiring a Construction Manager, in addition to the General Contractor, who would oversee the process.

Jane distributed a section of a book entitled, "*A Second Look at Alleviating Jail Crowding: A Systems Perspective*". Jane took us through a flow chart of criminal justice decision points and options.

Also, she indicated that we may want to have an area in our new jail facility to interview the people who have been arrested to determine if they should be jailed or not.

It was determined that the CJMC should take the lead in the process; therefore, next month's meeting will be to specifically discuss the new jail project. Prior to this meeting the Committee should review past notes and minutes to revisit the CJMC philosophy and Jane will review what we currently have in place. The CJMC will then compile a list of needs that it feels are important.

MENTAL HEALTH COALITION

Margaret Larson distributed a handout on Crisis Intervention Team (CIT) Training. Currently, the Sheriff's Department is being trained, followed by the City Police Department. She also distributed cards to keep with you that list mental illness signs and symptoms to watch for when dealing with a crisis. There is also a 40-hour intensive program that is being offered in October for law enforcement officers who are interested and go through the application process. The goal is to have 25% of law enforcement nation-wide be trained in this area.

Margaret also asked about the suicide in the jail. Steve O'Malley did respond that the Annual Inspection Report gave us high marks on steps we have taken on mental health issues, which were significant steps over the last 2 years. There is an internal and external investigation being conducted, as well as a separate investigation by the State. This item will be put on next month's agenda.

DEMONSTRATE THE JUSTICE SANCTIONS CASE MANAGEMENT SYSTEM

Jane indicated that Justice Sanctions has a new case management system for keeping statistics which was started in December. This program lists each program, the program status, start/end dates, days saved, etc. Eventually, law enforcement officers will be able to access this program to check the status of an individual. Also, there are plans to have Justice Sanctions personnel ride along with law enforcement officers at certain times to check on clients.

STATISTICS

Jail Stats:

2005 – 6,438 bookings (up 800 from 2000)

2001 – average length of stay 18 days

2005 – average length of stay 14 days

Male secure: 2000 – 133 men; 2005 -150 men

Average daily population for 2005 = 243 (this is lower than the last 6 years)

The CJMC is waiting to see who the new judge is and then make a decision on filling Judge Montabon's vacancy.

ADJOURN

There being no further business, **MOTION** by Burke/Vogt to adjourn the meeting at 8:52 a.m. carried unanimously. (Sebranek, Horne, Huber, Hammes, Weissenberger, Kondracki, Belzer and Tranel excused.)

The above minutes may be approved, amended, or corrected at the next Council meeting.

Recorded by Terri Pavlic.

REVISION 8

LA CROSSE COUNTY DRUG COURT PROGRAM

POLICIES AND PROCEDURES MANUAL

La Crosse County, Wisconsin

MISSION STATEMENT

THE LA CROSSE COUNTY DRUG COURT PROGRAM PROVIDES INTEGRATED COURT SUPERVISION AND SUBSTANCE ABUSE SERVICES TO A DIVERSE POPULATION IN LA CROSSE COUNTY IN ORDER TO REDUCE DRUG RELATED CRIMES, BETTER UTILIZE JAIL RESOURCES, AND IMPROVE THE QUALITY OF LIFE OF SUBSTANCE ABUSE OFFENDERS RESULTING IN INCREASED COMMUNITY SAFETY AND IMPROVEMENT OF THE QUALITY OF LIFE IN THE WHOLE COMMUNITY.

LA CROSSE COUNTY DRUG COURT PROGRAM
SUMMARY OF IMPORTANT POLICIES AND PROCEDURES

II. TERMINATION

A Drug Court Participant may be terminated from the Drug Court Program for the following:

- a. Commission of a violent crime.
- b. Failure to attend scheduled Drug Court hearings as a result of incarceration.
- c. Abandonment of the Drug Court Program.
- d. Evidence indicating that the Drug Court Participant is involved with drug use, drug dealing, assaultive behavior, or driving while under the influence of an intoxicant.
- e. A determination by the Drug Court Team that the Drug Court Participant is unable to benefit positively from any further treatment or continuation in the Drug Court Program, and the continuation of the Drug Court Participant would undermine the ability of other Drug Court Participants to succeed in the program.
- f. Any other grounds that the Drug Court finds sufficient for expulsion.

III. VOLUNTARY REMOVAL

A Drug Court Participant will not have the option to quit the Drug Court Program. Successful completion of or expulsion from the Drug Court Program are the only acceptable ways to leave the Drug Court Program.

VII. COURT PROCEEDINGS

The Drug Court shall be held on each Thursday, except as ordered by the Court. A closed staffing will take place at 3:00 p.m., or as otherwise directed by the Drug Court Judge. Court proceedings will begin promptly at 4:00 p.m. All Drug Court Participants must be in attendance at that time, unless otherwise excused by the Drug Court Judge or the Drug Court Coordinator.

IX. TREATMENT

PHASE I

The minimum requirements for successful completion of Phase I are:

- Maintain 60 consecutive days of total abstinence from the use of drugs, chemicals and alcohol.
- Participate in support groups at a minimum of 3-5 times per week, or as established by the Drug Court Judge.
- Attend 25 support meetings or positive social activities.
- Establish an employment plan.
- Demonstrate an ability to manage a budget or obtain assistance in budget management.
- Make weekly appearances before the Drug Court Judge.
- Attend at least one office visit per week with the Drug Court Coordinator.
- Facilitate one home visit per week by the Drug Court Coordinator, a Probation Officer, or a Police Officer.
- Participate in an outpatient or in-patient treatment program, as determined by the Drug Court Judge.
- Complete Community Service Work, as determined by the Drug Court Judge.
- Avoid any premises where alcohol is sold for consumption on the premises.
- Complete all other conditions, as determined by the Drug Court Judge.
- Obtain a sponsor (required prior to advancement to Phase II).

- Apply to the Drug Court Team for Phase advancement. Letters of support may be attached to the Phase Advancement Application.

PHASE II

The minimum requirements for a successful completion of Phase II are:

- Maintain 120 consecutive days of total abstinence from the use of drugs, chemicals and alcohol.
- Participate in support groups at a minimum of 2-4 times per week, or as established by the Drug Court Judge.
- Attend an additional 50 support meetings or positive social activities.
- Make contact with sponsor at least one time per week.
- Develop a payment plan for the costs of participation in the Drug Court Program.
- Demonstrate an ability to maintain a budget.
- Make bi-monthly appearances before the Drug Court Judge.
- Make office visits two times each month with the Drug Court Coordinator.
- Facilitate home visits at least two times per month with the Drug Court Coordinator, a Probation Officer, or a Police Officer.
- Participate in an outpatient or in-patient treatment program, as determined by the Drug Court Judge.
- Participate in a Drug Court educational component, to include establishing life skills and job training, as appropriate.
- Be gainfully employed or complete Community Service Work, as determined by the Drug Court Judge.
- Avoid any premises where alcohol is sold for consumption on the premises.
- Complete all other conditions, as determined by the Drug Court Judge.
- Apply to the Drug Court Team for Phase advancement. Letters of support may be attached to the Phase Advancement Application.

PHASE III

The minimum requirements for a successful completion of Phase III are:

- Maintain 180 consecutive days of total abstinence from the use of drugs, chemicals and alcohol.
- Participate in support groups at a minimum of 2 times per week, or as established by the Drug Court Judge.
- Attend an additional 90 support meetings or positive social activities.
- Make contact with sponsor at least one time per week.
- Develop a payment plan for the costs of participation in the Drug Court Program.
- Demonstrate an ability to maintain a budget.
- Make monthly appearances before the Drug Court Judge.
- Make office visits at least once each month with the Drug Court Coordinator.
- Facilitate home visits at least once each month with the Drug Court Coordinator, a Probation Officer, or a Police Officer.
- Participate in an outpatient or in-patient treatment program, as determined by the Drug Court Judge.
- Develop an aftercare/alumni program that is approved by the Drug Court Team.
- Be gainfully employed or complete Community Service Work, as determined by the Drug Court Judge.
- Avoid any premises where alcohol is sold for consumption on the premises.
- Complete all other conditions, as determined by the Drug Court Judge.
- Apply to the Drug Court Team for *Commencement to Phase IV* and participate in a *Commencement Interview*. Letters of support may be attached to the *Commencement Application*.

X. COMMENCEMENT TO PHASE IV

Upon successful completion of all three phases, including the payment of all assessed Drug Court

Program fees, and upon recommendation of the Drug Court Team, the Drug Court Judge shall hold a Commencement Ceremony wherein the Drug Court Participant will commence from the structured Phases of the Drug Court Program and into Phase IV of the Drug Court Program. The Commencement Ceremony will be a celebration of 12 months of absolute sobriety and abstinence.

XIV. VIOLATIONS

Any violations of the rules of the Drug Court Program may result in the immediate imposition of interventions, as determined by the Drug Court Judge.

Time spent in confinement will NOT count toward phase advancement.

INTRODUCTION

The La Crosse County Drug Court Program is a court that is specifically designated and staffed to handle cases involving drug offenders through an intensive, judicially monitored program of drug treatment, rehabilitation services, and strict community supervision.

The Drug Court concept is based on an innovative program that was first developed in Miami, Florida in 1989. The Drug Court concept has since received widespread attention as an effective treatment strategy for drug-involved criminal offenders. There are more than 1,000 such programs now in operation in jurisdictions throughout the nation.

Drug Courts are built upon a unique partnership between the criminal justice system and the drug treatment community that structures treatment intervention around the authority and personal involvement of a single Drug Court Judge. Drug Courts are also dependent upon the creation of a non-adversarial courtroom atmosphere where a single judge and a dedicated team of court officers and staff work together toward a common goal of breaking the cycle of drug abuse and criminal behavior.

Because of the unique problems and opportunities that present themselves in working with drug-involved criminal offenders, treatment and rehabilitation strategies must be "reality-based." Drug Court Programs must therefore recognize:

- Addicts are most vulnerable to successful intervention when they are in the crisis of initial arrest and incarceration, so intervention must be immediate and up-front.
- Preventing gaps in communication and ensuring offender accountability are critically important. Therefore, court supervision must be highly coordinated and very comprehensive.
- Addiction to drugs is a longstanding, debilitating and insidious condition; so treatment must be long-term and comprehensive.
- Addiction to drugs seldom exists in isolation from other serious problems that undermine rehabilitation, so treatment must include the integration of other available services and resources, to include educational assessments, vocational assessments, psychological assessments, cultural diversity awareness, gender based issues, stabilizing housing, job training, and job placement.

- Relapse and intermittent advancement are part of the recovery process; so progressive sanctions and incentives must be integral to the Drug Court strategy.

The goals of the La Crosse County Drug Court Program are:

- Reduce drug related crimes;
- Reduce offender contacts with the criminal justice system;
- Reduce costs associated with criminal case processing and rearrest;
- Introduce offenders to an ongoing process of recovery designed to achieve total abstinence from illicit/illegal drugs; and
- Promote self-sufficiency and empower substance abusers to become productive and responsible members of the community.

LA CROSSE COUNTY DRUG COURT PROGRAM

POLICIES AND PROCEDURES

I. ELIGIBILITY STANDARDS

Persons meeting the following criteria will be considered for admission to the La Crosse County Drug Court Program:

- a. **No prior felony convictions for violent crimes and no prior felony convictions involving a weapon.** The Drug Court Team will evaluate questionable convictions of record, noteworthy arrests, or excessive records to determine if further consideration of an application for admission into the Drug Court Program is feasible.
- b. **An established resident of La Crosse County.** This is necessary to qualify the Drug Court Participant for county services and funding.
- c. **Charged with and/or convicted of a felony or enhanced misdemeanor involving the possession, use, or sale of a controlled substance or a crime motivated by the applicant's drug addiction or dependence.**
- d. **Drug addicted or drug dependent.** Each referred candidate shall be interviewed by the Drug Court Coordinator and the Drug Dependency Assessor, or their staff, and participate in any requested assessments during the screening process. The Drug Court Team will then evaluate each candidate, with input from the candidate's attorney. The Drug Court Team will make a recommendation to the Drug Court Judge, who will either admit or deny the candidate's request to participate in the Drug Court Program.
- e. The Drug Court candidate must voluntarily agree to abide by all Drug Court Program rules, and further agree to abide by any future modifications to said rules while in the Drug Court Program.

II. INTAKE/REFERRAL

Referrals to the Drug Court Program should take place as soon as possible after the arrest of a potential candidate. Referrals can come from the following sources:

- a. The arresting agency.
- b. The District Attorney's Office.
- c. The defense attorney.
- d. A family member.

- e. A current treatment provider.
- f. An intake judge or a circuit court judge.
- g. A corrections agent.
- h. The Justice Sanctions Office.

Once a referral to the Drug Court Program is made, the District Attorney's Office shall provide information of the Drug Court Candidate's criminal history and copies of criminal complaints to the Drug Court Coordinator to determine whether or not there are any disqualifying current charges, prior convictions, or excessive or disqualifying arrests. If the Drug Court Team reaches a consensus that the Drug Court Candidate is not precluded from consideration based upon current or prior arrests or convictions, the Drug Court Coordinator will then begin the assessment and interview process. It is anticipated that most referrals will be based on joint recommendations of the District Attorney and the Defense Attorney as a part of the plea negotiation process. Plea negotiations **SHOULD** be completed at the earliest possible time after arrest.

Any Circuit Court Judge may make referrals to the Drug Court Program at any time the court has jurisdiction over the defendant, to include the initial appearance, bond hearings, and sentencing hearings. Such referrals can be made over the objection of the District Attorney's office, the defendant, or defendant's counsel. (Such referrals are not, however, recommended when there is opposition to the referral.)

III. THE LA CROSSE COUNTY DRUG COURT TEAM

The La Crosse County Drug Court Team shall consist of the following:

- a. The Drug Court Judge, who is a Circuit Court Judge.
- b. A representative from the District Attorney's Office.
- c. A representative from the Public Defender's Office.
- d. A Probation and Parole Agent.
- e. The Drug Court Coordinator.
- f. Treatment personnel from the La Crosse County Human Services Department.
- g. An Evaluator (who is not entitled to vote during Drug Court team deliberations).

IV. COURT PROCEEDINGS

The Drug Court calendar is a priority and will be a specialized, separate Court, operating on an as needed basis, and dedicated to the evaluation, treatment and supervision of eligible and suitable

offenders. The Drug Court shall be held on each Thursday, except as ordered by the Court. A closed staffing will take place at 3:00 p.m., or as otherwise directed by the Drug Court Judge. Court proceedings will begin promptly at 4:00 p.m. All Drug Court Participants must be in attendance at that time, unless otherwise excused by the Drug Court Judge or the Drug Court Coordinator.

At the staffing, the Drug Court Team will advise the Drug Court Judge of the progress or any violation of each Drug Court Participant. During each Drug Court Hearing, the Drug Court Judge will discuss the case with each Drug Court Participant, the treatment provider, any family members, and other persons interested in the welfare of the Drug Court Participant who is present. Sanctions will be imposed for any violations. All sessions will be held "off the record," except when Expulsion Hearings are held.

Drug Court Team meetings will be held on an as needed basis to allow the Drug Court Team to discuss the progress of the Drug Court Program, to make suggestions to improve the program, and to help keep the Drug Court Team educated on new trends in addressing drug dependency or addiction issues. Drug Court Team meetings are generally held on the second Tuesday of each month at 11:30 a.m. at the courthouse.

Furthermore, the Drug Court Advisory Group will hold meetings on an as needed basis to assist the Drug Court Team in drawing upon community based resources for the purpose of addressing the needs of Drug Court Participants or Alumni. Drug Court Advisory Group meetings are generally held semi-annually at a location to be determined.

V. DRUG COURT FILES

Drug Court files are separate and distinct from Circuit Court files and District Attorneys Office files. All Drug Court files are **confidential** and are not open to the general public. All such files shall be under the sole and exclusive control of the Drug Court Judge and the assigned representative from the District Attorneys Office, as appropriate, and not the Clerk of Court or other staff members in the District Attorneys Office. All files shall be maintained in a confidential manner, readily identifiable by color-coding. Each Drug Court Participant will be assigned a unique case number, as follows: (last two digits of entering year)-DCP-(sequential number of the Drug Court Participant), i.e.: 02-DCP-001.

VI. DRUG COURT PROTOCOLS

A. TREATMENT PROTOCOL

The La Crosse County Drug Court Program shall consist of *four* phases. The first three phases are highly structured, and the fourth phase is intended to be an incentive period to provide continuing motivation and assistance to promote the sobriety and abstinence of the Drug Court Participant as they commence toward their new lives. The Drug Court Judge, upon recommendation of the Drug Court Team, shall determine advancements to a higher phase. The Phases are defined as follows:

PHASE I

The minimum requirements for successful completion of Phase I are:

- Maintain 60 consecutive days of total abstinence from the use of drugs, chemicals and alcohol. Time spent in jail does not count toward the 60-day calculation.
- Participate in support groups at a minimum of 3-5 times per week, or as established by the Drug Court Judge.
- Attend 25 support meetings or positive social activities.
- Establish an employment plan.
- Demonstrate an ability to manage a budget or obtain assistance in budget management.
- Make weekly appearances before the Drug Court Judge.
- Make at least one office visit per week with the Drug Court Coordinator.
- Make at least one office visit per week with the Corrections Agent (if on probation-type status).
- Facilitate one home visit per week with the Drug Court Coordinator, a Probation Officer, or a Police Officer.
- Participate in an outpatient or in-patient treatment program, as determined by the Drug Court Judge.
- Complete Community Service Work, as determined by the Drug Court Judge.
- Avoid any premises where alcohol is sold for consumption on the premises.
- Not engage in any detrimental relationships with others (which includes romance, dating, or other similar behaviors).
- Obtain a sponsor (required prior to advancement to Phase II).
- Demonstrate sufficient track record of self-directed recovery.
- Complete all other conditions, as determined by the Drug Court Judge.
- Apply to the Drug Court Team for Phase advancement. The Drug Court Team will approve or disapprove the request for advancement. Letters of support may be attached to the Phase Advancement Application.

PHASE II

The minimum requirements for a successful completion of Phase II are:

- Maintain 120 consecutive days of total abstinence from the use of drugs, chemicals and alcohol. Time spent in jail does not count toward the 120-day calculation.
- Participate in support groups at a minimum of 2-4 times per week, or as established by the Drug Court Judge.
- Attend an additional 50 support meetings or positive social activities.
- Not engage in any detrimental relationships with others (to include romance, dating, or other similar behaviors), unless allowed by the Drug Court Judge.
- Make contact with sponsor at least one time per week.
- Develop a payment plan for the costs of participation in the Drug Court Program.
- Demonstrate an ability to maintain a budget.
- Make bi-monthly appearances before the Drug Court Judge.
- Make office visits two times each month with the Drug Court Coordinator.
- Make office visits two times each month with the Corrections Agent (if on probation-type status).
- Facilitate home visits at least two times per month with the Drug Court Coordinator, a Probation Officer, or a Police Officer.
- Participate in an outpatient or in-patient treatment program, as determined by the Drug Court Judge.
- Participate in a Drug Court educational component, to include establishing life skills and job training, as appropriate.
- Begin enrollment into program to obtain a GED, HSED or a Diploma, if applicable.
- Be gainfully employed or complete Community Service Work, as determined by the Drug Court Judge.
- Avoid any premises where alcohol is sold for consumption on the premises.
- Demonstrate continuing sufficient track record of self-directed recovery.
- Complete all other conditions, as determined by the Drug Court Judge.
- Apply to the Drug Court Team for Phase advancement. The Drug Court Team will approve or disapprove the request for advancement. Letters of support may be attached to the Phase Advancement Application.

PHASE III

The minimum requirements for a successful completion of Phase III are:

- Maintain 180 consecutive days of total abstinence from the use of drugs, chemicals and alcohol. Time spent in jail does not count toward the 180-day calculation.
- Participate in support groups at a minimum of 2 times per week, or as established by the Drug Court Judge.
- Attend an additional 90 support meetings or positive social activities.
- Make contact with sponsor at least two times per month.
- Make regular payments toward the costs of participation in the Drug Court Program, with the entire amount owed paid prior to submitting an application for commencement.
- Demonstrate an ability to maintain a budget.
- Make monthly appearances before the Drug Court Judge.
- Make office visits at least once each month with the Drug Court Coordinator.
- Make office visits at least once each month with the Corrections Agent (if on a probation-type status).
- Facilitate home visits at least once each month with the Drug Court Coordinator, a Probation Officer, or a Police Officer.
- Participate in an outpatient or in-patient treatment program, as determined by the Drug Court Judge.
- Develop a continuing care and an alumni program that is approved by the Drug Court Team.
- Continue to be gainfully employed or complete Community Service Work, as determined by the Drug Court Judge.
- Avoid any premises where alcohol is sold for consumption on the premises.
- Obtain a GED, HSED, or a Diploma, if applicable.
- Demonstrate continuing sufficient track record of self-directed recovery.
- Complete all other conditions, as determined by the Drug Court Judge.
- Apply to the Drug Court Team for Commencement and participate in a Commencement Interview. The Drug Court Team will approve or disapprove the request for Commencement. Letters of support may be attached to the Commencement Application.

B. SUPERVISION/TESTING PROTOCOL

A critical component of successful Drug Court participation involves intense supervision and random testing to determine compliance with the rules of the Drug Court Program. Accordingly, each Drug Court Participant will be subject to the following minimum supervision/testing schedule:

PHASE I

Drug testing is to take place at a minimum of twice per week on a frequent and random basis. Tests may be of urine, blood, saliva, use of a patch, or through any other viable means of determining that controlled substances or pharmaceuticals have been ingested.

Breathalyzers are to take place at least twice per week on a frequent and random basis. In home electronic devices to detect the ingestion of alcohol or alcohol-based products may be required on a case-by-case basis.

Home visits are to occur at least once per week, and may be made by a corrections agent, the Drug Court Coordinator, a law enforcement officer, Justice Sanctions agents, or other persons appointed by the Drug Court Judge.

Electronic monitoring, as needed and as ordered by the Court.

PHASE II

Drug testing is to take place at a minimum of once per week on a random basis. Tests may be of urine, blood, saliva, use of a patch, or through any other viable means of determining that controlled substances or pharmaceuticals have been ingested.

Breathalyzers are to take place at least two times per month on a random basis. In home electronic devices to detect the ingestion of alcohol or alcohol-based products may be required on a case-by-case basis.

Home visits are to occur at least two times per month, and may be made by a corrections agent, the Drug Court Coordinator, a law enforcement officer, Justice Sanctions agents, or other persons appointed by the Drug Court Judge.

Electronic monitoring, as needed and as ordered by the Court.

PHASE III

Drug testing is to take place at a minimum of two times per month on random basis. Tests may be of urine, blood, saliva, use of a patch, or through any other viable means of determining that controlled substances or pharmaceuticals have been ingested.

Breathalyzers are to take place on an as needed and random basis. In home electronic devices to detect the ingestion of alcohol or alcohol-based products may be required on a case-by-case basis.

Home visits are to occur at least one time per month, and may be made by a corrections agent, the Drug Court Coordinator, a law enforcement officer, Justice Sanctions agents, or other persons appointed by the Drug Court Judge.

Electronic monitoring as needed and as ordered by the Court.

(NOTE: These are **minimum** supervision/testing standards. Any participant is subject to testing at any time.)

C. DRUG AND ALCOHOL TEST PROTOCOL

Each Drug Court Participant is subject to random testing for the purpose of detecting the unauthorized use of alcohol or controlled substances under the following program:

The Drug Court Judge, the Drug Court Coordinator, the Department of Probation and Parole, the Treatment Providers, the La Crosse County Department of Human Services, and any officer or deputy working with the Drug Court Program may request testing of the Drug Court Participant at any time. Testing may be of the Drug Court Participant's urine, breath, blood, or saliva, and may include the use of a patch.

Upon request, the Drug Court Participant shall immediately deliver the requested sample or have a patch applied to their person. If a sample is not produced, is not of sufficient quantity, or is adulterated in any way, it will be treated as a positive test for the presence of unauthorized drugs or alcohol. If a patch is placed upon the Drug Court Participant, and when it is to be removed it is found to have already been removed or otherwise tampered with, it will be treated as a positive test.

Prior to delivering the sample, the Drug Court Participant will be asked whether or not the test will be positive. If the Drug Court Participant acknowledges that the test will be positive, it will be considered a positive test, and the test may not take place. If the Drug Court Participant indicates the test will be negative but the test is found to be positive, the Drug Court Participant will be assessed a fee for the test, and the Drug Court Judge will impose appropriate interventions. If the test is positive, a confirmation test will be performed and the original sample will then be destroyed unless there is a need for further analysis such as determining creatine levels or whether adulterants may have been used. The Drug Court Participant will be assessed for the cost of any positive tests.

D. INTERVENTION PROTOCOL

Any violations of the rules of the Drug Court Program may result in the immediate imposition of interventions, as determined by the Drug Court Judge. Interventions can include, but are not limited to, the following:

- Jail
- Curfew
- Electronic Monitoring
- Increased Supervision

Day Reporting
Increased Drug and/or Alcohol Testing
Increased Attendance at Support Group(s)
Warnings
Drug Court Team Administrative Sanctions
Drug Court Team Intervention
Community Service Work
Written assignments

Time spent in confinement will **NOT** count toward phase advancement. Furthermore, Drug Court Participants who were positive during the week preceding the current Drug Court session for the use of controlled substances or other drugs or alcohol, or who are in jail during the Drug Court session, will not be entitled to participate in any additional in court incentives, such as the "fish bowl drawing."

E. POST-TREATMENT PROTOCOL

ALUMNI ASSOCIATION

Upon commencement from Phase III, all new Drug Court Alumni will be invited to join the Alumni Association. The rules of the Alumni Association shall be established by the members of the Alumni Association and with the approval of the Drug Court Judge. The Charter Directors of the Drug Court Alumni Association are Susan H. and Ryan T. The Alumni Association will be involved in promoting continued abstinence from the use of drugs and alcohol by engaging in such activities such as establishing Drug Court-based Group meeting modeled after AA and/or NA.

VII. COMMENCEMENT

Upon successful completion of the three phases of the structured portion of the Drug Court Program, to include the payment of all assessed fees, and after submission of a qualifying application for commencement and upon recommendation for commencement by the Drug Court Team, the Drug Court Judge shall commence the Drug Court Participant into Phase IV of the Drug Court Program and declare the Drug Court Participant a new Drug Court Alumni. The commencement ceremony will be a celebration of 12 months of absolute sobriety and abstinence.

VIII. COSTS

Each Drug Court Participant shall pay the Drug Court Program fee of \$750 to participate in the program. The Drug Court Judge will waive \$250 of this amount upon the Drug Court Participant completing 25 hours of Community Service Work. It is expected that each Drug Court Participant will pay \$50 per month commencing upon the first Drug Court session in Phase III, and continuing until the program fee is paid in full. The Drug Court Participant may not commence from Phase III to Phase IV until all costs are paid, which consists of the Drug Court Program fee and any assessed costs for positive drug tests.

IX. VOLUNTARY REMOVAL

A Drug Court Participant will *not* have the option to quit the Drug Court Program. Successful completion of, or expulsion from, the Drug Court Program are the only acceptable ways to leave the Drug Court Program.

X. EXPULSION

A Drug Court Participant may be terminated from the Drug Court Program for the following:

- a. Commission of a violent crime.
- b. Failure to attend scheduled Drug Court hearings as a result of incarceration.
- c. Abandonment of the Drug Court Program.
- d. Evidence indicating that the Drug Court Participant is involved with drug use, drug dealing, assaultive behavior, or driving while under the influence of an intoxicant.
- e. A determination by the Drug Court Team that the Drug Court Participant is unable to benefit positively from any further treatment or continuation in the Drug Court Program, and the continuation of the Drug Court Participant would undermine the ability of other Drug Court Participants to succeed in the program.
- f. Any other grounds that the Drug Court finds sufficient for expulsion.

PROCESS FOR EXPULSION

Any member of the Drug Court Team may make a Motion for Expulsion. The Expulsion Candidate will be served with a Notice of Expulsion, to include the date and time for the Initial Expulsion Hearing and the right to be represented by an attorney.

The Initial Expulsion Hearing will be set before the Drug Court Team, out of the presence of the Drug Court Judge, and with the Drug Court Participant present. The Expulsion Candidate may have the representation of an attorney for this hearing. Upon a majority vote by the Drug Court Team, a recommendation for expulsion will be made to the Drug Court Judge. If there is no majority vote for expulsion, the Expulsion Candidate will continue in the Drug Court Program. The Drug Court Team members are entitled to one vote from each membership position, consisting of the District Attorney's Office, the Public Defender's Office, the Department of Probation and Parole, the Drug Court Coordinator, and the La Crosse County Human Services Department. A representative from each entity is required to be present for the Initial Expulsion Hearing held for each Expulsion Candidate.

If the Drug Court Team recommends expulsion, the Expulsion Candidate will be notified at the next Drug Court Session and the matter will be set for an Expulsion Hearing before the Drug Court Judge as soon as practical during a future Drug Court session. The Expulsion Hearing will be on the record, in open court, and in front of the other Drug Court Participants. An attorney

may again represent the Expulsion Candidate.

If the Drug Court Judge agrees that there is a basis to grant the Motion for Expulsion, findings and conclusions will be made on the record, and the Drug Court Participant will be expelled from the program and referred to a Sentencing Judge for imposition of sentence on the charges that had been referred to the Drug Court Program. The Drug Court Judge will execute an Expulsion Order following the approval of the Expulsion Motion. The Drug Court Judge will immediately revoke any charges that are the subject of a Drug Court Diversion Contract and judgments for said charges will be entered into the record; a Pre-sentence Investigation will be ordered; if the defendant is not subject to a bond, a bond will be set; and if the defendant is already subject to a bond, the terms and conditions of the bond will be addressed.

XI. SENTENCING COURT NOTIFICATION

A Sentencing Court shall be notified as follows:

- a. When the Drug Court Participant successfully completes the Drug Court Program, the Sentencing Court will be so notified. Court cases will, if possible, be promptly closed.
- b. If the Drug Court Participant is expelled from the Drug Court Program, the Sentencing Judge will be provided with a copy of the Expulsion Motion executed by the Drug Court Judge following the Expulsion Hearing. No other information will be provided by the District Attorney's Office to the Sentencing Judge, unless first disclosed to the Sentencing Judge by the former Drug Court Participant.

XVIII. LA CROSSE COUNTY DRUG COURT TEAM MEMBER CONTACTS

- a. The Drug Court Judge: Judge John J. Perlich, (608) 785-9851.
- b. The La Crosse County District Attorney's Office representative: Assistant District Attorney Todd W. Bjerke, (608) 785-9604, bjerke.todd@mail.da.state.wi.us.
- c. The Public Defender's Office representatives: First Public Defender Elliott Levine, (608) 785-9531, levinee@mail.opd.state.wi.us; Public Defender Thomas Huh, (608) 785-9531, huht@mail.opd.state.wi.us.
- d. The Department of Probation and Parole representatives: Probation and Parole Officer Colleen Le Blanc, (608) 785-9475, colleen.Leblanc@doc.state.wi.us; Probation and Parole Officer Cindy Ellefson, (608) 785-9475, cindy.ellefson@doc.state.wi.us.
- e. The Drug Court Coordinator: Coordinator Susan Wiese, (608) 789-4895, wiese.susan@co.la-crosse.wi.us.
- f. The La Crosse County Human Services Department, Clinical Services, representatives: AODA Assessor Dick Brewer, (608) 785-6101, brewer.dick@co.la-crosse.wi.us; AODA Assessor Teri McDougal, (608) 785-6101, mcdougle.teri@co.la-crosse.wi.us; Clinical Services Supervisor Donna Gunnarson, (608) 785-6118, gunnarson.donna@co.la-crosse.wi.us.
- g. The Evaluator: Professor William Zollweg, (608) 785- 8465, zollweg.will@uwlax.edu.