

CRIMINAL JUSTICE COORDINATING COUNCIL

November 17, 2011

Call to Order. Chair Wopat called the meeting of the Criminal Justice Coordinating Council order at 4:05 P.M. in the Courthouse Conference Center on the second floor of the Rock County Courthouse-East.

Committee Members Present: Chair Marv Wopat, Supervisor Sandra Kraft, Regina Dunkin, Eric Nelson, Tom Gubbin (for Art Thurmer), Sheriff Spoden, Judge James Daley, Neil Deupree, Max Arriaga.

Committee Members Absent: Laura Kleber, Rich Gruber, Lorenzo Henderson, Charmian Klyve, Chief David Moore, David O'Leary, Ed Pearson, George Smith, Jr.

Staff Members Present: Elizabeth Pohlman McQuillen, Criminal Justice System Planner/Analyst; Nick Osborne, Assistant to the County Administrator.

Others Present: Angel Eggers and Julie Lenzendorf, Rock Valley Community Programs; Supervisor Robert Fizzell, Tony Ferrell, Jr.

Approval of Agenda. Mr. Deupree moved approval of the agenda, second by Mr. Gubbin. ADOPTED.

Approval of Minutes from 10/20/11. Sheriff Spoden moved approval of the minutes, second by Ms. Dunkin. ADOPTED.

Report on Treatment Alternatives and Diversion (TAD) Project. Ms. Pohlman McQuillen distributed four different handouts for the committee (attachments) and went over some of the most relevant findings from the TAD evaluation and the importance of Evidence Based Practices (EBP). Judge Daley said he has seen a steady decrease of criminal filings. He said that the courts, the Sheriff, the Chief, would all like to take credit, but he feels that the treatment and diversion programs are helping with this. Sheriff Spoden stated that the OWI arrests are going down. Not so many 1st offenses, mostly it's a 5th or 6th offense.

Ms. Dunkin inquired about the follow-up with our graduates. The group discussed that there isn't a really good way to follow-up or track this. Once they have completed the program, they are not under judicial or correctional supervision, so any follow-up is completely voluntary and may not be representative of the entire population that completed such programs. Additionally, Ms. Pohlman McQuillen said that they have tried to do surveys and follow-up with diversion court clients, but received no responses. Mr. Deupree suggested a connection to a church for a support group to help people as they transition out of the treatment /diversion programs. Chair Wopat suggested something like a questionnaire could be handed out at a support group asking for feedback on what worked for them to remain chemically free and what would they suggest that could help others.

Update of RFO for Community RECAP and OWI Court. Ms. Pohlman McQuillen said they received two proposals and there is an excellent panel of nine people who have completed written evaluations and will be participating in the presentations tomorrow. It is anticipated the new contract will go to the County Board on December 15th.

Legislative Bill on Retention of Felons by Employers. Ms. Pohlman McQuillen informed the committee of a Bill that is out there right now that would allow employers to fire an employee with a felony record or not hire a potential employee with a felony record. Ms. Pohlman McQuillen said there are several cities and counties that are opposing this Bill. Mr. Deupree asked that a letter be drafted by Chair Wopat, Ms. Kraft and the CJCC to be sent to the Legislature in opposition to this bill. He said that this should be an action item for the next meeting. Judge Daley stated that Wisconsin is the only state in the Union that has a protective class of felons.

Grants Update.

TAD Grant. Previously discussed.

Federal Drug Court Grant. Nothing at this time.

Justice and Mental Health Collaboration Grant & Ad Hoc Committee. Ms. Pohlman McQuillen said she is working on setting up site visits and has a visit to Winnebago County, Illinois in December scheduled to view their Mental Health Center.

Discussion Regarding Law Enforcement Concerns. Mr. Deupree commented on the nice article in the Janesville Gazette regarding the new jail.

Areas of Future Action and Discussion for CJCC. None.

Future Meeting Date. The next CJCC meeting is December 15th, here at 4:00 P.M. Ms. Pohlman McQuillen reminded the members that she needs their comments for the strategic plan by December 2nd.

Citizen Participation and Announcements. Mr. Deupree said he and Ms. Pohlman McQuillen gave a presentation to the Society for Learning Unlimited (SLU) on Mental Health and the Criminal Justice System. He thanked Ms. Pohlman McQuillen for her time and stated that she rearranged her schedule to accompany him.

Mr. Deupree received an email about a breakfast presentation on December 15th in Madison regarding Mental Health and Corrections. He said Ms. Pohlman McQuillen will forward it on to the rest of the committee members.

Adjournment. Judge Daley moved to adjourn at 5:01 P.M., second by Mr. Gubbin.
ADJOURNED.

Respectfully submitted,

Sue Zastoupil
Human Resources Secretary

NOT OFFICIAL UNTIL APPROVED BY COMMITTEE.

Current/Updated Admission Data

- Total activity across sites since program start in 2007 through August 31, 2010
 - 2,290 = Total Admissions
 - 1,338 = Total Completions/Graduates
 - 746 = Total Terminations/Drop-outs
 - 14 = Total Administrative Terminations
 - 2,098 = Total Discharges
- Overall Graduation Rate = 64% (1,338/2,098)
 - Excludes administrative terminations

Summary of TAD Participant Outcomes 2007-2010 3

Number of Admissions, Completions, and Terminations To Date

| | Burnett | Washburn | Dane | Milwaukee | Rock | Washington | Wood |
|-------------------------------|---------|----------|------|-----------|------|------------|------|
| Total # Admissions | 38 | 26 | 144 | 1,264 | 317 | 417 | 84 |
| # active | 10 | 6 | 0 | 79 | 47 | 27 | 23 |
| # completions | 20 | 13 | 76 | 766 | 141 | 286 | 36 |
| # terminations | 8 | 7 | 65 | 418 | 123 | 101 | 24 |
| # administrative terminations | 0 | 0 | 1 | 1 | 6 | 3 | 1 |

Based on participant data through 8/31/2011.

Summary of TAD Participant Outcomes 2007-2010 4

Percent Active, Completed, and Terminated To Date

| | Burnett | Washburn | Dane | Milwaukee | Rock | Washington | Wood |
|--|---------|----------|------|-----------|------|------------|------|
| Total # Admissions | 38 | 26 | 144 | 1,264 | 317 | 417 | 84 |
| Active | 26% | 23% | 0% | 6% | 15% | 6% | 27% |
| Completions | 53 | 50 | 53 | 61 | 45 | 69 | 43 |
| Terminations | 21 | 27 | 45 | 33 | 39 | 24 | 29 |
| Administrative Terminations | 0 | 0 | 2 | <1 | 1 | 1 | 1 |
| Completion Rate* (percent of all discharges excluding administrative terminations) | 71% | 65% | 54% | 41% | 53% | 74% | 60% |

* Differences significant between sites at p<.05. Based on participant data through 8/31/2011.

Summary of TAD Participant Outcomes 2007-2010 5

Summary of All TAD Admissions 2007-2010

| | Criminal Offense and Drug of Choice at Admission (2007-2010) | | |
|---------------------------------|--|---------------------------------|----------------------|
| | Treatment Courts N = 408 | Diversion Projects N = 1,653 | Overall N = 2,061 |
| Offense at Admission | | | |
| Drug-related | 73% | 60% | 63% * |
| Property/fraud | 14 | 12 | 13 |
| DWI | 5 | 17 | 14 |
| Disorderly conduct | <1 | 3 | 2 |
| Criminal damage/endanger safety | 2 | 1 | 1 |
| Other | 6 | 7 | 7 |
| Drug of Choice | | | |
| Marijuana | 58% | 38% | 42% * |
| Alcohol | 17 | 29 | 26 |
| Opiates | 13 | 17 | 16 |
| Cocaine/crack | 7 | 15 | 14 |
| Amphetamines | 2 | <1 | <1 |
| None/other/not assessed | 3 | 1 | 2 |

* Differences significant at p<.05 or better

Summary of TAD Participant Outcomes 2007-2010 6

Does TAD Work?

Yes!

TAD projects have positive impacts on individual offenders, communities, and local service systems. The results of the current evaluation reveal that the TAD program effectively diverts non-violent offenders with substance abuse treatment needs from incarceration and reduces criminal justice system costs.

TAD projects incorporate a wide variety of evidence-based practices recommended for:

- The management of correctional populations,
- Substance abuse treatment,
- Case management,
- Criminal risk and needs assessment,
- Drug treatment courts, and
- Judicial processing and decision-making.

Evidence-Based Practices for Substance Abuse Treatment Used by TAD Projects

All of the TAD sites utilize five of the most commonly recognized EBPs for substance abuse treatment and four of the seven sites also provide trauma-informed or trauma-specific treatment.

| | Treatment Courts | Diversion Projects |
|--|------------------|--------------------|
| Cognitive behavioral treatment | ✓ | ✓ |
| Motivational interviewing | ✓ | ✓ |
| Relapse prevention (cognitive behavioral) | ✓ | ✓ |
| Social skills training | ✓ | ✓ |
| Use of a valid criminal risk assessment instrument | ✓ | ✓ |

Eight Principles of Effective Correctional Interventions

| Principles of Effective Correctional Interventions (Bogue, et al., 2004) | TAD Program ✓= full integration *partial integration |
|--|--|
| 1. Assess Actuarial Risk/Needs | + |
| 2. Enhance Intrinsic Motivation | ✓ |
| 3. Target Interventions | + |
| a. Risk Principle: Prioritize supervision and treatment resources for higher risk offenders | + |
| b. Need Principle: Target interventions to criminogenic needs | + |
| c. Responsivity Principle: Be responsive to temperament, learning style, motivation, culture, and gender when assigning programs | + |
| d. Dosage: Structure 40-70% of high-risk offenders' time for 3-9 months | + |
| e. Treatment Principle: Integrate treatment into the full sentence/sanction requirements | ✓ |
| 4. Skill Train with Directed Practice (Cognitive Behavioral) | ✓ |
| 5. Increase Positive Reinforcement | + |
| 6. Engage Ongoing Support in Natural Communities | ✓ |
| 7. Measure Relevant Processes and Practices | ✓ |
| 8. Provide Measurement Feedback | ✓ |

Site Estimated Incarceration Days Averted Due to TAD Participation

A total of 135,118 incarceration days were averted due to TAD between 2007-2010

The average number of days averted by treatment court participants was significantly higher than that for diversion participants

| | # of Offenders Discharged | Average Number of Days Averted | Total Overall Days Averted to Date |
|-----------------------|---------------------------|--------------------------------|------------------------------------|
| Overall 2007-2010 | 1,853 | 73 days | 135,118 days |
| By Model: | | | |
| Treatment Court | 321 | 136 days | 43,716 days |
| Diversion | 1,532 | 60 days | 91,402 days |
| By Completion: | | | |
| Graduate | 1,192 | 111 days | 132,042 days |
| Termination | 662 | 5 days | 3,076 days |

Summary of TAD Participant Outcomes 2007-2010 21

Incarceration Days Averted By Project Model and Participant Completion

Treatment court graduates were averted from an average of 244 days (8 months) of incarceration and diversion project completers were averted from an average of 88 days (3 months) of incarceration

| | # of Offenders Discharged | Average Number of Days Averted | Total Overall Days Averted to Date |
|---------------------------|---------------------------|--------------------------------|------------------------------------|
| Treatment Courts | | | |
| Graduates | 176 | 244 days | 42,956 days |
| Terminations | 145 | 5 days | 60 days |
| Diversion Projects | | | |
| Graduates | 1,015 | 88 days | 89,086 days |
| Terminations | 517 | 5 days | 2,316 days |

Summary of TAD Participant Outcomes 2007-2010 22

Incarceration Days Averted by TAD Site

The average number of incarceration days averted per offender varied significantly by TAD project site. The average days averted for project graduates ranged from 38-497 days across sites.

| Site | # of Offenders Discharged | Average Number of Days Averted | Total Overall Days Averted to Date |
|----------------|---------------------------|--------------------------------|------------------------------------|
| Burnett | 26 | 243 days | 6,306 days |
| Graduates Only | 20 | 315 days | 6,306 days |
| Washburn | 18 | 359 days | 6,465 days |
| Graduates Only | 13 | 497 days | 6,465 days |
| Rock | 224 | 104 days | 23,253 days |
| Graduates Only | 112 | 201 days | 22,533 days |
| Wood | 53 | 145 days | 7,692 days |
| Graduates Only | 31 | 247 days | 7,692 days |
| Dane | 128 | 79 days | 10,145 days |
| Graduates Only | 69 | 122 days | 8,411 days |
| Milwaukee | 1,068 | 67 days | 71,843 days |
| Graduates Only | 701 | 102 days | 71,411 days |
| Washington | 336 | 28 days | 9,414 days |
| Graduates Only | 245 | 38 days | 9,264 days |

Summary of TAD Participant Outcomes 2007-2010 23

Incarceration Days Averted Due To TAD Participation by Jail vs. Prison

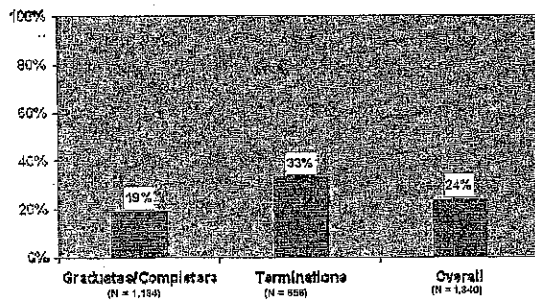
| | Jail Days Averted (0-364 days) N = 1,775 | | Prison Days Averted (365+ days) N = 78 | |
|-----------------------|---|----------------------------|---|----------------------------|
| | Total Days | Average Days per Discharge | Total Days | Average Days per Discharge |
| Overall 2007-2010 | 86,530 | 79 days | 48,588 | 623 days |
| By Model: | | | | |
| Treatment Court | 17,978 | 63 days * | 25,738 | 715 days * |
| Diversion Project | 68,552 | 46 days | 22,850 | 344 days |
| By Completion: | | | | |
| Graduate | 84,174 | 76 days * | 47,868 | 622 days |
| Termination | 2,356 | 4 days | 720 | 720 days * |
| By Site: | | | | |
| Burnett | 1,463 | 91 days | 4,843 | 484 days |
| Washburn | 990 | 83 | 5,475 | 913 |
| Dane | 8,885 | 70 | 1,260 | 1,260 |
| Milwaukee | 50,253 | 49 | 21,590 | 527 |
| Rock | 12,275 | 59 | 10,978 | 784 |
| Washington | 9,414 | 28 | NA | NA |
| Wood | 3,250 | 69 | 4,442 | 740 |

* Difference significant at p<.05 or better. * Case completion saved 720 days, so average=720.

Summary of TAD Participant Outcomes 2007-2010 24

Percent Convicted of A New Offense After TAD Discharge 2007-2010

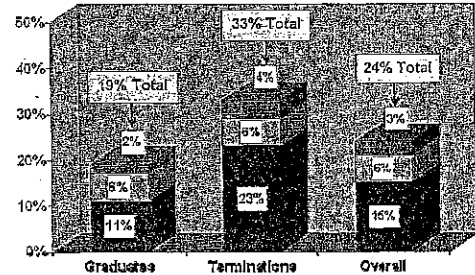
Graduates were less likely than terminations to be convicted of a new offense. There was no difference in conviction rates between treatment courts (24%) and diversion projects (24%).



Summary of TAD Participant Outcomes 2007-2010 26

New Convictions After TAD Discharge for Discharges 2007-2010

Convicted of New Offense 3 or More Years After Discharge
 Convicted of New Offense Between 1-2 Years After Discharge
 Convicted of a New Offense Within 1 Year After Discharge



Summary of TAD Participant Outcomes 2007-2010 29

Outcomes Conclusions

- The seven TAD projects successfully provide alternatives to prosecution and incarceration for non-violent offenders with alcohol and other drug problems -- Nearly two-thirds (64%) of TAD participants successfully complete TAD projects
- TAD projects successfully divert non-violent offenders with alcohol or other drug problems from jail and prison incarceration

Summary of TAD Participant Outcomes 2007-2010 40

Outcomes Conclusions (continued)

- More than three-quarters of TAD participants (76%) are not convicted of a new crime after participating
- Offenders who complete TAD are less likely than those who do not complete to be convicted of a new crime after program participation
- Offenders who complete TAD are nine times less likely to be admitted to state prison after program participation than those who do not complete TAD
- The TAD program evaluation demonstrates reduced recidivism rates among those who complete project requirements. This reduction in recidivism has significant implications for future justice system costs and enhances the opportunity for positive personal and family outcomes.

Summary of TAD Participant Outcomes 2007-2010 41

Outcomes Conclusions (continued)

- TAD projects incorporate a wide variety of evidence-based practices recommended for the management of correctional populations, substance abuse treatment, case management, criminal risk and needs assessment, drug treatment courts, and judicial processing and decision-making
- TAD participation positively impacts case disposition, resulting in increased dismissal of charges and negating the need for further justice system processing

Outcomes Conclusions (continued)

- Through the creation of TAD, the criminal justice system is able to provide increased opportunities for the treatment of substance abusing offenders and to reduce their risk of social, economic, and health problems
- TAD funding has increased local substance abuse treatment capacity, providing additional funding for treatment of offenders
- TAD has increased local treatment quality and level of offender monitoring
- TAD has positive impacts on individual participants and families

Outcomes Conclusions (continued)

- TAD has achieved high levels of local community support
- TAD projects continue to modify and improve their service models based on evaluation feedback
- Implementation of the TAD program has resulted in enhanced collaboration among members of local TAD project teams, within county service systems, among TAD project sites, and among state agencies (OJA, DOC, DHS, and UW-Madison)

Does TAD Save Money?

Yes!

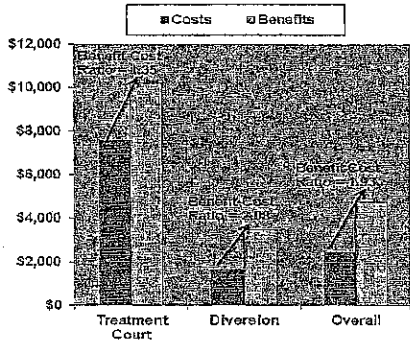
TAD Benefits Outweigh the Costs

Every \$1.00 invested in TAD yields benefits of \$1.93 to the criminal justice system through averted incarceration and reduced crime.

TAD treatment courts yield benefits of \$1.35 for every \$1.00 invested.

TAD diversion projects yield benefits of \$2.08 for every \$1.00 invested.

TAD Cost-Benefit Analysis 2007-2010



Summary of TAD Participant Outcomes 2007-2010 47

Benefits, Costs, and Net Benefits By Project Model (Per Discharge Net Present Value, 2010 Dollars)

Overall, TAD has a cost per discharged participant of \$2,447 and benefits of \$4,723. This results in an overall benefit-cost ratio of 1.93. The benefits represent a very conservative estimate of incarceration costs and do not account for benefits related to increased employment, decreased health care utilization, and avoided crime victimization costs.

| | Treatment Courts | Diversion Projects | Overall |
|--|------------------|--------------------|----------------|
| Benefits | | | |
| Averted Incarceration Days | \$9,898 | \$3,611 | \$4,703 |
| Reduced Crime | \$277 | -\$151 | \$20 |
| Total | \$10,175 | \$3,460 | \$4,723 |
| Costs | | | |
| Project Costs | \$6,412 | \$1,616 | \$2,312 |
| Donated Time | \$1,139 | \$48 | \$135 |
| Total | \$7,551 | \$1,664 | \$2,447 |
| Net Benefits (Benefits minus Costs) | \$2,624 | \$1,796 | \$2,276 |

Summary of TAD Participant Outcomes 2007-2010 48

Benefits, Costs, and Net Benefits By Project Model (Per Discharge Net Present Value, 2010 Dollars)

| | Treatment Courts | Diversion Projects | Overall |
|--|------------------|--------------------|----------------|
| Benefits | | | |
| Averted Incarceration Days | \$9,898 | \$3,611 | \$4,703 |
| Reduced Crime | \$277 | -\$151 | \$20 |
| Total | \$10,175 | \$3,460 | \$4,723 |
| Costs | | | |
| Project Costs | \$6,412 | \$1,616 | \$2,312 |
| Donated Time | \$1,139 | \$48 | \$135 |
| Total | \$7,551 | \$1,664 | \$2,447 |
| Net Benefits (Benefits minus Costs) | \$2,624 | \$1,796 | \$2,276 |

Summary of TAD Participant Outcomes 2007-2010 50

Cost-Benefit Conclusions

- The TAD program has demonstrated that well-coordinated, monitored, and evaluated projects grounded on evidence-based practices deliver savings based on the costs averted from prison and jail days served.

Summary of TAD Participant Outcomes 2007-2010 51

Cost-Benefit Conclusions

- TAD projects are effective in both pre-trial and post-conviction applications. The TAD program was designed to allow counties to implement project models based on local needs and built upon community assets and resources, resulting in the implementation of both pre-trial and post-conviction projects. Costs associated with continued criminal activity and recidivism can be reduced within this target population at a variety of stages of criminal justice system processing.
- TAD projects are effective in both rural and urban environments. Averted costs can be realized regardless of county size and/or composition, ranging from treatment court projects in Burnett and Washburn Counties to diversion projects in Milwaukee County.

Cost-Benefit Conclusions (continued)

- Without effective interventions such as TAD, greater numbers of individuals would be incarcerated in jails and prisons leading to increased system costs and further negative consequences for the offender, their families, and the community.
- The comprehensiveness of future cost-benefit analyses could be improved with the inclusion of an assessment of TAD impacts related to additional factors such as increased employment and productivity, decreased substance use, decreased health care utilization, avoided foster care placements, drug-free births, and avoided crime victimization costs.

CONCLUSIONS AND RECOMMENDATIONS FROM THE TAD ADVISORY COMMITTEE

How Does the Implementation of TAD Compare to the Requirements of 2005 WI Act 25?

| | TAD? |
|---|------|
| Develop Substance Abuse Treatment Programs for Criminal Offenders | ✓ |
| Projects Serve Non-Violent Offenders | ✓ |
| Projects Use Evidence-Based Practices | ✓ |
| Projects Use Sanctions and Incentives | ✓ |
| Projects Provide Comprehensive (Holistic) Treatment To: | |
| Eliminate or Reduce Use of Alcohol or Other Drugs | ✓ |
| Improve Mental Health | ✓ |
| Facilitate Gainful Employment or Enhanced Education/Training | ✓ |
| Provide Stable Housing | ✓ |
| Projects Integrate Mental Health Services | ✓ |
| Projects Utilize Certified Treatment Providers | ✓ |
| Projects Require Participants to Pay for Services | ✓ |
| Collaborate with Key Local Stakeholders | ✓ |
| Projects Are Designed To: | |
| Reduce Prison and Jail Populations | ✓ |
| Reduce Prosecution and Incarceration Costs | ✓ |
| Reduce Recidivism | ✓ |
| Improve the Welfare Of Participants | ✓ |

TAD Advisory Committee Recommendations

- Require consistent and effective use of validated criminal risk and needs assessments to encourage the full integration of assessment results into all aspects of program design, participant selection, operations, and decision-making.
- Require that TAD projects serving offenders as an alternative to revocation (ATR) of correctional supervision develop a collaborative plan with DOC to coordinate proper case referrals, supervision, case management, and treatment for these offenders.
- TAD must implement treatment and case management strategies that are consistent with evidence-based practices, specifically targeting the assessed criminogenic needs of moderate and high risk offenders.

Summary of TAD Participant Outcomes 2007-2010 58

Advisory Committee Recommendations (continued)

- Each project must incorporate evidence-based practices that include enhanced case management, formal referral procedures, and cross-system coordination as part of a managed case approach to service delivery.
- The State of Wisconsin should coordinate and fund solutions to high volume and critical program functions that are integral to all treatment and diversion projects.
- The State of Wisconsin should provide periodic training to local and state community justice stakeholders on the latest evidence-based practices and treatment standards.

Summary of TAD Participant Outcomes 2007-2010 57

Advisory Committee Recommendations (continued)

- Direct the state agencies responsible for managing administrative data systems to provide data relevant to the evaluation of TAD as part of a shared responsibility. Consistent with appropriate privacy and security arrangements, agencies should make data available to the agency responsible for the evaluation of TAD.
- Require that evaluation reports summarizing site implementation progress and activity be submitted in July 2012 and July 2013. Require that a full evaluation report on TAD implementation, cost/benefit, and offender outcomes be submitted in July 2014, and in even years thereafter.

Summary of TAD Participant Outcomes 2007-2010 58

TAD Advisory Committee Recommendations (continued)

- Change the statute(s) relating to TAD to modify the participant eligibility criteria. Modify the language to allow projects to enroll persons with a prior charge or conviction that would exclude them from program eligibility if the local project team and advisory committee determine that the offender is otherwise suitable and appropriate for project participation.

Summary of TAD Participant Outcomes 2007-2010 59

TAD Advisory Committee Recommendations (continued)

- Change the statute(s) relating to TAD to expand the current limited scope of standards to include criminal justice EBP principles for correctional populations to:
 - Require that services be evidence-based and address offenders' criminogenic risks, needs, and responsivity characteristics;
 - Require the development of an accountability system for monitoring, tracking, and utilizing the grant funds and to evaluate the effectiveness of the grant funds;
 - Require evaluation of projects which receive grant funds using a research-based process evaluation targeting the critical components of effective projects to ensure that the project is being delivered as designed. Continued funding shall be contingent on the project meeting established goals.

Program-Level Recommendations Related To Ongoing Implementation of TAD

- Continue to structure TAD as a multi-agency, collaborative effort among OJA, DOC, and DHS.
- Continue TAD's commitment to independent and comprehensive program evaluation through effective partnerships between state and local agencies.
- Continue to promote and encourage local development of projects that utilize evidence-based practices to address local conditions and needs.
- Continue to require the use of evidence-based practices for any program component used in the design or implementation of future TAD projects.
- Continue to require that TAD projects establish and maintain local oversight committees and that the committee meet on a regular basis to provide overall program guidance and direction.

Treatment Alternatives and Diversion (TAD) Program 2007-2010 Evaluation Report

September 2011

EXECUTIVE SUMMARY

Prepared by

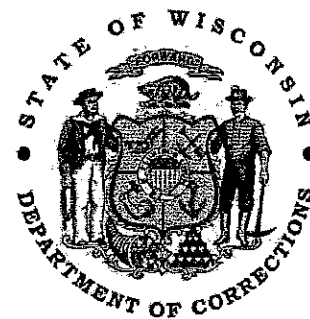
Kit R. Van Stelle, Researcher/Co-Principal Investigator
Janae Goodrich, Research Specialist
Jason Paltzer, Research Specialist
University of Wisconsin Population Health Institute

In Collaboration With

The Wisconsin Office of Justice Assistance
The Wisconsin Department of Corrections
The Wisconsin Department of Health Services



UNIVERSITY OF WISCONSIN
Population Health Institute
Translating Research into Policy and Practice



ACKNOWLEDGEMENTS

We would like to extend our sincere appreciation to Ray Luick (OJA), Anthony Streveler (DOC), John Easterday (DHS), and Lila Schmidt (DHS) who have shown remarkable dedication to the effective implementation of the TAD program. They provided extensive support for the evaluation, facilitated access to offender outcomes data from state agencies, contributed significantly to the preparation of this report, and assisted in the dissemination of findings statewide. We would also like to acknowledge the contribution of Kristi Waits and the staff of the OJA Statistical Analysis Center for their assistance with obtaining the Consolidated Court Automation Programs (CCAP) data.

The members of the TAD Advisory Committee have actively participated in the development, implementation, and evaluation of the TAD projects, providing a system-level perspective and invaluable guidance on a wide variety of program issues. They have been dedicated advocates for increasing the use of effective justice strategies throughout Wisconsin, increasing knowledge of TAD through dissemination of evaluation findings and concepts within their local communities, to the state legislature, and statewide. We would like to thank the following TAD Advisory Committee Members:

| | |
|-------------------------|--|
| Honorable Carl Ashley | Milwaukee County Judge |
| Gary Bies | Wisconsin 1 st Assembly District Representative |
| Sarah Diedrick-Kasdorf | Wisconsin Counties Association |
| Jerome Dillard | Nehemiah Community Development Corporation |
| Gwen Gibson | WISDOM |
| Christian Gossett | Winnebago County District Attorney |
| Terry Greendeer | Ho-Chunk Nation Alcohol/Drug Program Director |
| Oren Hammes | Wisconsin Department of Health Services (retired) |
| Matthew J. Joski | Kewaunee County Sheriff |
| Jane Klekamp | La Crosse County Justice Sanctions Director |
| Keith Lang | Lutheran Social Services |
| Walter Laux | Milwaukee County Department of Health & Human Services |
| Honorable Elliot Levine | La Crosse County Judge |
| Angela McAlister | Wisconsin Association of Alcohol & Other Drug Abuse |
| Marty Ordinans | Wisconsin Department of Corrections |
| Carol Roessler | Former Wisconsin Senator |
| Lila Schmidt | Wisconsin Department of Health Services |
| Erin Slattengren | Wisconsin Office of the Supreme Court |
| Tony Streveler | Wisconsin Department of Corrections |
| Kelli Thompson | Wisconsin Office of the State Public Defender |
| Ray Luick | Wisconsin Office of Justice Assistance |

We would also like to acknowledge the contributions of the dedicated staff at each of the seven TAD project sites who have been tireless proponents of the TAD approach, who diligently collected and reported the participant data, and who have shown exceptional patience and good humor: Roberta Rudiger and Tessa Anderson (Burnett TAD), Jim LeDuc and Bill Weaver (Washburn TAD), Debra Natzke and Todd Campbell (Dane TAD), Holly Szablewski, Ed Gordon, and Mark Rosnow (Milwaukee TAD), Sergeant Laurie Sprecher, Captain Brent DeRemer, and Sergeant Jason Harding (Rock TAD), Stacie Kussard and Kim Kunz (Washington TAD), Ryan McMillen and Nathaniel Hargrove (Wood TAD)

We would also like to acknowledge the assistance of the University of Wisconsin LaFollette School of Public Policy in their collaboration on the cost-benefit analyses.

INTRODUCTION

In 2005, Wisconsin Act 25 (SECTION 90m. 16.964) authorized “grants to counties to enable them to establish and operate programs, including suspended and deferred prosecution programs and programs based on principles of restorative justice, that provide alternatives to prosecution and incarceration for criminal offenders who abuse alcohol or other drugs.” As a result, collaboration among the Wisconsin Office of Justice Assistance (OJA), the Wisconsin Department of Corrections (DOC), and Wisconsin Department of Health Services (DHS) established the **Treatment Alternatives and Diversion (TAD)** grant program in 2006.

This evaluation report documents the implementation of the TAD program in seven sites in Wisconsin and examines the individual outcomes of offenders who participated in the TAD projects between January 1, 2007 and December 31, 2010. The University of Wisconsin Population Health Institute (PHI) collaborated to provide technical assistance with the evaluation of the TAD projects since their inception. The evaluation of TAD included both qualitative process evaluation as well as quantitative evaluation of intermediate and long-term outcomes. A full description of evaluation methods and data limitations is included in the full evaluation report available through <http://uwphi.pophealth.wisc.edu/about/staff/vanstellek.htm>.

The wealth of evaluation data supporting the effectiveness of TAD included in this report can be partially attributed to the foresight of the Wisconsin legislators who crafted the TAD model in 2005. In addition to developing the TAD model and requiring the integration of evidence-based practices (EBP), the legislation included required evaluation of the model and allowed a five-year timeframe for the assessment of participant outcomes. The current state budget (2011 WI Act 32) allows for ongoing funding of the TAD program with expansion to at least one new project site in 2012, and specifically designates \$45,000 annually for the continuing evaluation of TAD projects. The continued evaluation of TAD will allow further examination of long-term impacts on offender outcomes.

WAS TAD IMPLEMENTED EFFECTIVELY?

All seven TAD sites provide participants with case management, substance abuse treatment, drug testing, and monitoring, but vary in program model/approach, length, treatment intensity, and target population. Four of the TAD projects are **adult drug treatment courts**: Burnett County (in collaboration with the St. Croix tribe), Washburn County, Wood County, and Rock County. Utilizing standard drug treatment court models, these sites serve non-violent offenders pre- and post-adjudication through the integration and collaboration of judicial, treatment, probation, social services, law enforcement, and case management services. Three of the TAD projects utilize **diversion models**: Milwaukee County (pre-charging diversion and deferred prosecution), Washington County (diversion of operating while intoxicated and offenders entering an alternative to revocation of correctional supervision), and Dane County (pre-trial bail diversion based in arraignment court).

A total of 2,061 offenders were admitted to TAD between project start in 2007 through December 31, 2010 (four complete years of project admissions). A total of 1,856 participants were discharged from TAD projects during the four-year period examined, with 64% successfully completing (1,191). TAD diversion projects had a completion rate of 66% and TAD treatment courts had a graduation rate of 55%.

TAD projects developed comprehensive substance abuse treatment programs using evidence-based practices in collaboration with local community service and criminal justice systems. A detailed description of TAD project integration of each of the 2005 Act 25 implementation requirements can be found in the 2011 full evaluation report. The TAD program meets all of the legislative requirements detailed in 2005 WI Act 25 (Table 1).

| Table 1: How Does the Implementation of TAD Compare to the Requirements of 2005 WI Act 25? | |
|---|---|
| Develop Substance Abuse Treatment Programs for Criminal Offenders | ✓ |
| Projects Serve Non-Violent Offenders | ✓ |
| Projects Use Evidence-Based Practices | ✓ |
| Projects Use Sanctions and Incentives | ✓ |
| Projects Provide Comprehensive (Holistic) Treatment To: | |
| Eliminate or Reduce Use of Alcohol or Other Drugs | ✓ |
| Improve Mental Health | ✓ |
| Facilitate Gainful Employment or Enhanced Education/Training | ✓ |
| Provide Stable Housing | ✓ |
| Projects Integrate Mental Health Services | ✓ |
| Projects Utilize Certified Treatment Providers | ✓ |
| Projects Require Participants to Pay for Services | ✓ |
| Collaborate with Key Local Stakeholders | ✓ |
| Projects Are Designed To: | |
| Reduce Prison and Jail Populations | ✓ |
| Reduce Prosecution and Incarceration Costs | ✓ |
| Reduce Recidivism | ✓ |
| Improve the Welfare Of Participants | ✓ |

DOES TAD WORK?

The evaluation of TAD reveals that the program has successfully implemented alternatives to prosecution and incarceration for non-violent offenders with alcohol and other drug problems, and has positively impacted both offender outcomes and the service systems within local communities.

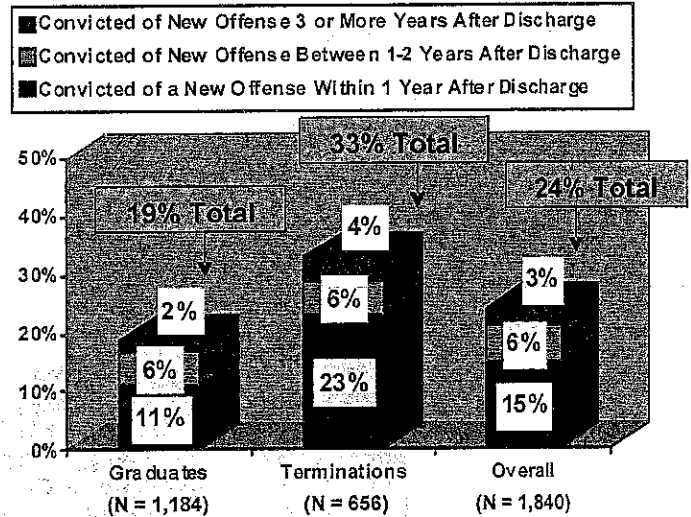
1. TAD projects incorporate a wide variety of evidence-based practices recommended for the management of correctional populations, substance abuse treatment, case management, criminal risk and needs assessment, drug treatment courts, and judicial processing and decision-making.
2. The TAD program evaluation demonstrates reduced recidivism rates among those who complete project requirements. This reduction in recidivism has significant implications for future justice system costs and enhances the opportunity for positive personal and family outcomes.
3. Implementation of the TAD program has resulted in enhanced collaboration among members of local TAD project teams, within county service systems, among TAD project sites, and among state agencies (OJA, DOC, DHS, and UW-Madison)
4. Through the creation of TAD, the criminal justice system is able to provide increased opportunities for the treatment of substance abusing offenders and to reduce their risk of social, economic, and health problems. In addition to increased criminal justice costs, substance abuse contributes to chronic disease, decreased productivity, social and family disruption, lack of educational attainment, and increased health care costs.
5. TAD funding has increased local substance abuse treatment capacity, providing additional funding for treatment of offenders
6. TAD has increased local treatment quality and level of offender monitoring
7. TAD participation positively impacts case disposition, resulting in increased dismissal of charges and negating the need for further justice system processing
8. TAD has positive impacts on individual participants and families
9. TAD has achieved high levels of local community support
10. TAD projects continue to modify and improve their service models based on evaluation feedback

TAD projects successfully divert non-violent offenders with alcohol or other drug problems from jail and prison incarceration. A total of 135,118 incarceration days were averted by TAD projects during the first four years of TAD (86,530 jail days and 45,588 prison days).

More than three-quarters of TAD participants (76%) are not convicted of a new crime after program participation, and offenders who complete TAD are less likely than those who do not complete to be convicted of a new crime after program participation.

TAD participants are less likely to be convicted of a new offense after project discharge than those who do not participate (Figure 1). The overall TAD conviction rate of 24% for all participants is lower in than that of 38.2% for offenders released from prison and convicted of a new crime within three years (Wisconsin Department of Corrections, 2008) and the conviction rate for TAD graduates of 19% is half of that comparison rate. Graduates were significantly less likely than terminations to be convicted of a new offense within one year after TAD discharge (11% vs. 23%), within two years after discharge (17% vs. 29%), and within three years after discharge (19% vs. 33%).

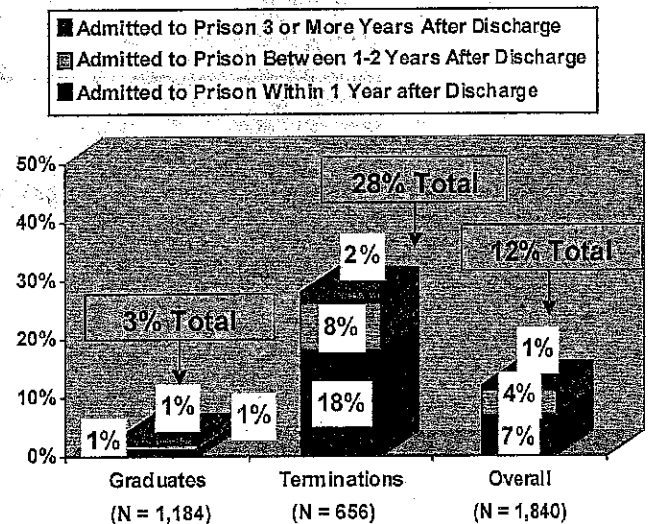
Figure 1
Percent Convicted of a New Offense After TAD Discharge by Length of Follow-up



Offenders who complete TAD are nine times less likely to be admitted to state prison after program participation than those who do not complete TAD projects.

TAD participation also successfully impacts subsequent state prison incarceration (Figure 2). Overall, 12% of TAD participants were admitted to prison after discharge. This is higher than incarceration rates reported by DOC for offenders on probation with no prior prison incarceration (3.8%), but the TAD rate is much lower than that for all prison releases (43.7%) (Wisconsin Department of Corrections, 2008). However, successful completion of TAD impacts the likelihood of prison incarceration after discharge. Graduates were significantly less likely than terminations to be incarcerated in state prison within one year after TAD discharge (1% vs. 18%), within two years after discharge (2% vs. 26%), and within three years after discharge (3% vs. 28%).

Figure 2
Percent Admitted to Prison After TAD Discharge by Length of Follow-up

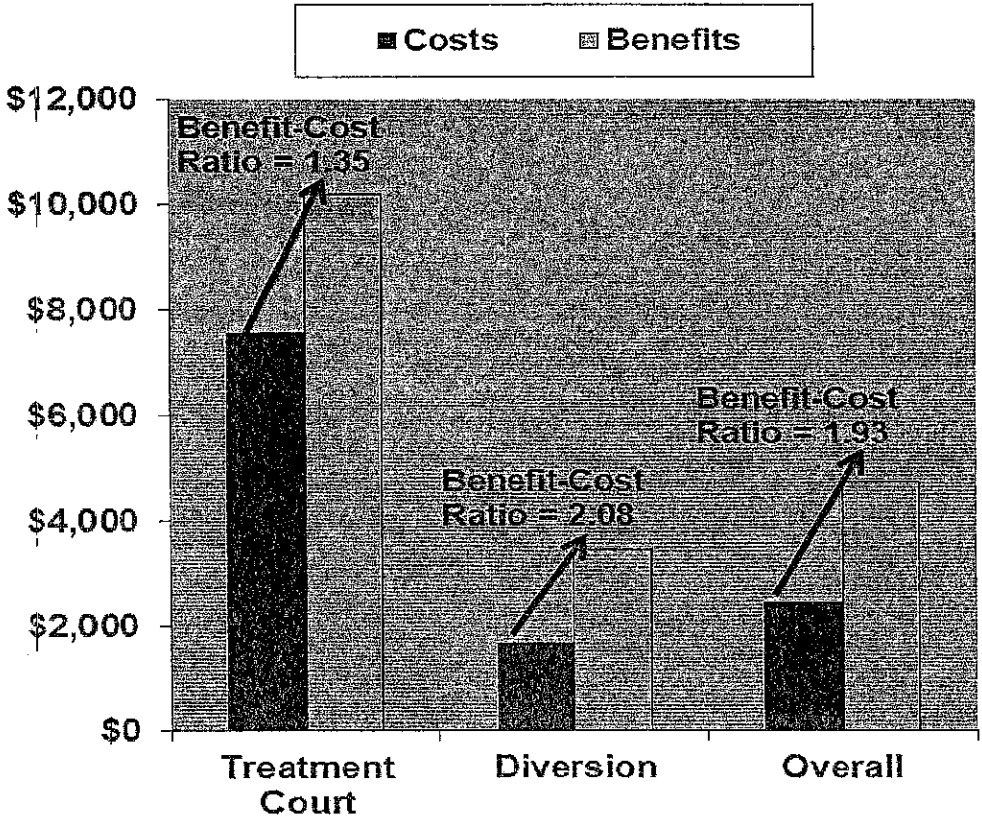




IS TAD COST EFFECTIVE?

Cost-benefit analyses of TAD reveal that TAD projects save money through avoided incarceration and crime. Figure 3 shows the benefit-cost ratios for treatment courts, diversion projects, and for all seven projects overall. The overall benefits (\$4,723) and costs (\$2,447) for all seven TAD projects yielded a ratio of 1.93. This ratio of 1.93 means that for every \$1 invested in TAD, it yields benefits of \$1.93 to the criminal justice system. For the four treatment courts, the benefits (\$10,175) and costs (\$7,551) yielded a ratio of 1.35. For the three diversion projects, the benefits (\$3,460) and costs (\$1,664) yielded a ratio of 2.08. TAD treatment courts had higher project costs than the TAD diversion projects, but these higher project costs can be attributed to the longer length of program participation, greater treatment intensity, higher rates of drug testing, and more intensive participant monitoring yielding potentially larger treatment success rates and larger long-term benefits. In addition to having higher costs, TAD treatment courts also result in larger net benefits to the criminal justice system than diversion projects.

Figure 3: TAD Costs, Benefits, and Benefit-Cost Ratios



The true net benefits of TAD are underestimated in the current analyses because those broader benefits (i.e., employment, improved physical and mental health, etc.) could not be considered. Inclusion of such impacts would likely increase the estimates for the long-term benefits of TAD that are currently not represented in this analysis (Aos, 2011; Marlowe, 2010). Future cost analyses of TAD should attempt to include consideration of these factors, particularly employment status after program participation.



Every \$1.00 invested in TAD yields benefits of \$1.93 to the criminal justice system through averted incarceration and reduced crime

TAD treatment courts yield benefits of \$1.35 for every \$1.00 invested

TAD diversion projects yield benefits of \$2.08 for every \$1.00 invested

1. The TAD program has demonstrated that well-coordinated, monitored, and evaluated projects grounded on evidence-based practices deliver savings based on the costs averted from prison and jail days served.
2. TAD projects are effective in both pre-trial and post-conviction applications. The TAD program was designed to allow counties to implement project models based on local needs and built upon community assets and resources, resulting in the implementation of both pre-trial and post-conviction projects. Standardized data collection methods were employed for all projects allowing for the conclusion that costs associated with continued criminal activity and recidivism can be reduced within this target population at a variety of stages of criminal justice system processing.
3. TAD projects are effective in both rural and urban environments. Averted costs can be realized regardless of county size and/or composition, ranging from treatment court projects in Burnett and Washburn Counties to diversion projects in Milwaukee County.
4. Without effective interventions such as TAD, greater numbers of individuals would be incarcerated in jails and prisons leading to increased system costs and further negative consequences for the offender, their families, and the community. The comprehensiveness of future cost-benefit analyses could be improved with the inclusion of an assessment of TAD impacts related to additional factors such as increased employment and productivity, decreased substance use, decreased health care utilization, avoided foster care placements, drug-free births, and avoided crime victimization costs.

HOW CAN TAD BE IMPROVED?

Based on both the evaluation results and current evidence-based practices, the TAD Advisory Committee developed the following recommendations for improvement of the TAD program:

1. Require consistent and effective use of validated criminal risk and needs assessments to encourage the full integration of assessment results into all aspects of program design, participant selection, operations, and decision-making.
2. Require that TAD projects serving offenders as an alternative to revocation (ATR) of correctional supervision develop a collaborative plan with DOC to coordinate proper case referrals, supervision, case management, and treatment for these offenders.
3. TAD must implement treatment and case management strategies consistent with evidence-based practices, specifically targeting the assessed criminogenic needs of moderate/high risk offenders.
4. Each project must incorporate evidence-based practices that include enhanced case management, formal referral procedures, and cross-system coordination as part of a managed case approach to service delivery.
5. The State of Wisconsin should coordinate and fund solutions to high volume and critical program functions that are integral to all treatment and diversion projects.
6. The State of Wisconsin should provide periodic training to local and state community justice stakeholders on the latest evidence-based practices and treatment standards.
7. Direct the state agencies responsible for managing administrative data systems to provide data relevant to the evaluation of TAD as part of a shared responsibility. Consistent with appropriate privacy and security arrangements, agencies should make data available to the agency responsible for the evaluation of TAD.
8. Require that evaluation reports summarizing site implementation progress and activity be submitted in July 2012 and July 2013. Require that an evaluation report on TAD implementation, cost/benefit, and offender outcomes be submitted in July 2014, and in even years thereafter.
9. Change the statute(s) relating to TAD to modify the participant eligibility criteria. Modify the language to allow projects to enroll persons with a prior charge or conviction that would exclude them from program eligibility if the local project team and advisory committee determine that the offender is otherwise suitable and appropriate for project participation.
10. Change the statute(s) relating to TAD to expand the current limited scope of standards to include criminal justice EBP principles for correctional populations to:
 - Require that services be evidence-based and address offenders' criminogenic risks, needs, and responsivity characteristics;
 - Require the development of an accountability system for monitoring, tracking, and utilizing the grant funds and to evaluate the effectiveness of the grant funds;
 - Require evaluation of projects which receive grant funds using a research-based process evaluation targeting the critical components of effective projects to ensure that the project is being delivered as designed. Continued funding shall be contingent on the project meeting established goals.
11. Continue to structure TAD as a multi-agency, collaborative effort among OJA, DOC, and DHS.
12. Continue TAD's commitment to independent and comprehensive program evaluation through effective partnerships between state and local agencies.
13. Continue to promote and encourage local development of projects that utilize evidence-based practices to address local conditions and needs
14. Continue to require the use of evidence-based practices for any program component used in the design or implementation of future TAD projects.
15. Continue to require that TAD projects establish and maintain local oversight committees and that the committee meet on a regular basis to provide overall program guidance and direction.

TAD projects have positive impacts on individual offenders, communities, and local service systems. The results of the current evaluation reveal that the TAD program effectively diverts non-violent offenders with substance abuse treatment needs from incarceration and reduces criminal justice system costs.

**This summary and a copy of the full evaluation report can be located online at:
<http://uwphi.pophealth.wisc.edu/about/staff/vanstellek.htm>**

References:

- Aos, S, Lee, S., Drake, E., Pennucci, A., Kilma, T., Miler, M., & Anderson, L. (2011). Return on Investment: Evidence-Based Options to Improve Statewide Outcomes (Document No. 11-07-1201). Olympia: Washington State Institute for Public Policy.
- Marlowe, D. (2010). Research Update on Adult Drug Courts. National Association of Drug Court Professionals. http://www.nadcp.org/sites/default/files/nadcp/Research%20Update%20on%20Adult%20Drug%20Courts%20-%20NADCP_1.pdf
- Wisconsin Department of Corrections (2008). Prison Release Recidivism (1980-2004). Source: DOC CIPIS and CACU Data as of 3/2/08, Prepared by Dennis Simonson March 3, 2008. Unpublished Report.

Adult Drug Treatment Courts

- **Burnett County and Washburn County:** Burnett and Washburn Counties (in collaboration with the St. Croix Tribe) have implemented two separate drug and alcohol treatment courts utilizing a traditional drug treatment court model. The courts have implemented a joint intensive MATRIX model outpatient program with collaboration from ACCESS, Inc. The courts focus on offenders involved in drug-motivated crimes or OWI 4th+, those needing long-term treatment and support, and those who participate as an alternative to revocation (ATR) of probation or parole/extended supervision. Both sites have drug court case managers, with county MH/AODA Coordinators providing clinical supervision. Referrals are received from probation agents, the District Attorney, and the county jail.
- **Rock County:** Rock TAD was originally modeled after the Rock County Education and Criminal Addictions Program (RECAP) operated by the Rock County Sheriff's Department and now utilizes a traditional adult drug treatment court model. Eligible offenders are referred to the program by the courts and by the DOC. Eligible non-violent offenders are diverted from jail to TAD services provided through ATTIC Correctional Services, Inc. Rock TAD serves primarily individuals charged with drug-related offenses and collaborates with local programs for treatment, education, and employment services.
- **Wood County:** The Wood County Adult Drug Treatment Court has been in existence since October 2004. It began as a pilot program and has evolved into an established alternative to incarceration program with a capacity of 30 participants and an operational drug court team. The main focus of the court is medium to high-risk offenders with drug dependency issues. Wood TAD works in collaboration with the Oak Side Inpatient Treatment Center, St. John's Hospital, The Affinity House, and the Fahrman Center in Eau Claire, and the Tellurium Center in Madison to provide in-patient treatment for their participants.

Diversion Projects

- **Dane County:** TAD funding has been used to create or enhance three diversion efforts in Dane County: The Day Report and Treatment Program (DART) with an annual capacity of 20-25 offenders, Dane County Drug Treatment Court (3-5 treatment slots), and Treatment Alternatives Program (3-4 treatment slots). *DART* is a pre-trial bail diversion monitoring and treatment program designed to link low to moderate risk AOD abusing offenders to jail diversion programming by developing an early system of assessment and referral to supervised treatment or other appropriate existing diversion programming as soon as possible following their initial court appearance. *DART* participants are often referred to drug court or the Treatment Alternatives Program upon successful completion. *DART* is a collaborative effort between the Mental Health Center of Dane County and Hope Haven, Inc. This evaluation has focused on *DART* and summarizes only those participants admitted to *DART*.
- **Milwaukee County:** Milwaukee County TAD is a pre-trial diversion project which diverts non-violent offenders who have a substance abuse and/or co-occurring mental health problem through either pre-charging diversion or deferred prosecution. Through pre-charging diversion, an individual is diverted prior to the District Attorney issuing a charge. If the diverted individual successfully participates in case management and treatment services no charges are filed. Through deferred prosecution an offender enters a plea, judgment is deferred, and the case is held open for a period of time with the condition that the individual

complete TAD requirements. Successful completion of the project results in dismissal or reduction of the charges. TAD pretrial services, screening, and case management services are provided by Justice 2000 and Wisconsin Community Services (WCS) is the contracted provider for substance abuse screening, assessment, and treatment.

- **Washington County:** Washington County has utilized TAD funds to enhance the Community Re-entry Center (CRC) that provides services to offenders with AODA and/or co-occurring mental health disorders through court diversion or as an alternative to revocation of probation or parole. The Washington County CRC targets offenders charged with second or third offense OWI, as well as offering an alternative to revocation (ATR) for offenders under probation or parole supervision. TAD treatment and supervision services are provided by Genesis Behavioral Services using the MATRIX model, under the administration of a Project Coordinator and a Case Manager. Referral sources include Washington County Judges, District Attorney, and Public Defender, as well as the Department of Corrections for alternative to revocation cases.

Table 2 provides a brief summary of the 2,061 offenders admitted to TAD between project start in 2007 through December 31, 2010 (four complete years of project admissions). The majority of admissions have been males with an average age of 29 years at the time of admission. Overall, TAD admissions were 57% white (including Hispanic), 35% African American, and eight percent Native American, Asian, or other. Nearly two-thirds (63%) entered TAD with offenses related to drug possession/manufacture/delivery and 14% were charged with operating while intoxicated (OWI). Nearly one-half (42%) had marijuana as their drug of choice and about one-quarter (26%) had alcohol as their drug of choice. The drug of choice varied by site depending upon the target population of the project model and local community context.

| | Burnett | Washburn | Rock | Wood | Dane | Milwaukee | Washington |
|------------------------|---------|----------|--------|--------|--------|-----------|------------|
| # of Admissions | 33 | 24 | 277 | 74 | 137 | 1,153 | 363 |
| Male | 55% | 79% | 76% | 69% | 68% | 77% | 76% |
| Average Age | 36 yrs | 28 yrs | 28 yrs | 26 yrs | 30 yrs | 28 yrs | 31 yrs |
| Race: | | | | | | | |
| Caucasian | 58% | 88% | 77% | 93% | 59% | 36% | 96% |
| African American | 0 | 0 | 20 | 0 | 33 | 53 | 2 |
| Native American | 42 | 8 | 0 | 3 | 1 | 1 | 1 |
| Other | 0 | 4 | 3 | 4 | 7 | 10 | 1 |
| Offense Type: | | | | | | | |
| Drug | 52% | 33% | 78% | 80% | 40% | 78% | 11% |
| Property | 3 | 33 | 13 | 14 | 29 | 12 | 9 |
| OWI | 36 | 21 | 1 | 0 | 6 | <1 | 74 |
| Other | 9 | 13 | 8 | 6 | 25 | 10 | 6 |
| Drug of Choice: | | | | | | | |
| Alcohol | 39% | 50% | 14% | 8% | 26% | 13% | 78% |
| Amphetamines | 40 | 0 | <1 | 1 | 0 | 0 | <1 |
| Cocaine/crack | 0 | 12 | 8 | 8 | 23 | 18 | 4 |
| Marijuana | 18 | 33 | 62 | 71 | 9 | 50 | 12 |
| Opiates | 0 | 0 | 16 | 11 | 42 | 17 | 6 |
| Other/not assessed | 3 | 5 | 0 | 1 | 0 | 2 | 0 |

a.c. being refunded
1/2 diversion
1/2 adult

IS TAD COST EFFECTIVE?

Yes!

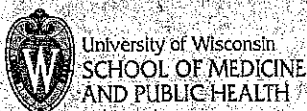
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TAD diversion projects yield benefits of \$2.08 for every \$1.00 invested

- The TAD program has demonstrated that well-coordinated, monitored, and evaluated projects grounded on evidence-based practices deliver savings based on the costs averted from prison and jail days served.
- TAD projects are effective in both pre-trial and post-conviction applications -- costs associated with continued criminal activity and recidivism can be reduced within this target population at a variety of stages of criminal justice system processing.
- TAD projects are effective in both rural and urban environments -- averted costs can be realized regardless of county size and/or composition.
- Without TAD, greater numbers of individuals would be incarcerated in jails and prisons leading to increased system costs and further negative consequences for the offender, their families, and the community.

HOW CAN TAD BE IMPROVED?

Based on both the evaluation results and current evidence-based practices, the TAD Advisory Committee developed the following recommendations for improvement of the TAD program:

1. Require consistent and effective use of validated criminal risk and needs assessments.
2. TAD must implement treatment and case management strategies consistent with evidence-based practices (EBPs), specifically targeting the assessed criminogenic needs of moderate/high risk offenders.
3. Each project must use evidence-based practices that include enhanced case management, formal referral procedures, and cross-system coordination as part of a managed case approach to service delivery.
4. The State of Wisconsin should coordinate and fund (a) solutions to high volume and critical program functions that are integral to all treatment and diversion projects and (b) training for local and state community justice stakeholders on the latest evidence-based practices and treatment standards.
5. Direct the state agencies responsible for managing administrative data systems to provide data relevant to the evaluation of TAD as part of a shared responsibility.
6. Change the statute(s) relating to TAD to modify the participant eligibility criteria to allow projects to enroll persons with a prior charge/conviction that would currently exclude them from program eligibility, if the local project team and advisory committee determine that the offender is otherwise appropriate for participation.
7. Change the statute(s) relating to TAD to expand the current limited scope of standards to include criminal justice EBP principles for correctional populations to:
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 - Require the development of an accountability system for monitoring, tracking, and utilizing the grant funds and to evaluate the effectiveness of the grant funds;
 - Require evaluation of grant-funded projects using a research-based process evaluation targeting the critical components of effective projects to ensure that the project is being delivered as designed. Continued funding shall be contingent on the project meeting established goals.
8. Continue to structure TAD as a multi-agency, collaborative effort among OJA, DOC, and DHS.
9. Continue TAD's commitment to independent and comprehensive program evaluation through effective partnerships between state and local agencies.



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Treatment Alternatives and Diversion (TAD) Program 2007-2010 Evaluation Findings

Collaboration among the Wisconsin Office of Justice Assistance (OJA), the Wisconsin Department of Corrections (DOC), and Wisconsin Department of Health Services (DHS) established the **Treatment Alternatives and Diversion (TAD)** grant program in 2006 to fund projects that provide alternatives to prosecution and incarceration for criminal offenders who abuse alcohol or other drugs. An evaluation of the TAD projects was conducted by the University of Wisconsin Population Health Institute to document the implementation of the TAD program in seven Wisconsin sites and examines the individual outcomes of offenders who participated between January 1, 2007 and December 31, 2010. The full report of evaluation findings and recommendations is available at <http://uwphi.pophealth.wisc.edu/about/staff/vanstellek.htm>.

All seven TAD sites provide participants with case management, substance abuse treatment, drug testing, and monitoring, but vary in program model/approach, length, treatment intensity, and target population. Four of the TAD projects are **adult drug treatment courts**: Burnett County (in collaboration with the St. Croix tribe), Washburn County, Wood County, and Rock County. Utilizing standard drug treatment court models, these sites serve non-violent offenders pre- and post-adjudication through the integration and collaboration of judicial, treatment, probation, social services, law enforcement, and case management services. Three of the TAD projects utilize **diversion models**: Milwaukee County (pre-charging diversion and deferred prosecution), Washington County (diversion of operating while intoxicated and offenders entering an alternative to revocation of correctional supervision), and Dane County (pre-trial bail diversion based in arraignment court).

DOES TAD WORK?

Yes!

TAD projects have positive impacts on individual offenders, communities, and local service systems. The results of the current evaluation reveal that the TAD program effectively diverts non-violent offenders with substance abuse treatment needs from incarceration and reduces criminal justice system costs.

- TAD has a graduation rate of 64% -- 66% for TAD diversion projects and 55% for TAD treatment courts
- TAD projects successfully divert offenders from incarceration -- A total of 135,118 incarceration days were averted by TAD projects during the first four years
- More than three-quarters of TAD participants (76%) are not convicted of a new crime after program participation, and offenders who complete TAD are less likely than those who do not complete to be convicted of a new crime after TAD
- Offenders who complete TAD are nine times less likely to be admitted to state prison after program participation than those who do not complete TAD projects

- TAD projects incorporate a wide variety of evidence-based practices recommended for the management of correctional populations, substance abuse treatment, case management, criminal risk and needs assessment, drug treatment courts, and judicial processing and decision-making.
- The TAD evaluation demonstrates reduced recidivism rates among those who complete. This has significant implications for future justice system costs and enhances the opportunity for positive outcomes.
- Implementation of the TAD program has resulted in enhanced collaboration among members of local TAD project teams, within county service systems, among TAD project sites, and among state agencies
- Through the creation of TAD, the criminal justice system is able to provide increased opportunities for the treatment of substance abusing offenders and to reduce the risk of social, economic, and health problems.
- TAD funding has increased local substance abuse treatment capacity and quality
- TAD participation positively impacts case disposition, resulting in increased dismissal of charges and negating the need for further justice system processing
- TAD has achieved high levels of local community support
- TAD projects continue to modify and improve their service models based on evaluation feedback