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☛ Informational Hearing ... 05/30/2013

(FORM UPDATED: 08/11/2010)

WISCONSIN STATE LEGISLATURE ... PUBLIC HEARING - COMMITTEE RECORDS

2013-14

(session year)

Assembly

(Assembly, Senate, or Joint)

Committee on ... Corrections (AC-Co)

INFORMATION COLLECTED BY COMMITTEE FOR AND AGAINST PROPOSAL

- Appointments ... **Appt** (w/Record of Comm. Proceedings)
- Clearinghouse Rules ... **CRule** (w/Record of Comm. Proceedings)
- Hearing Records ... **HR** ... **bills and resolutions** (w/Record of Comm. Proceedings)
 - (**ab** = Assembly Bill) (**ar** = Assembly Resolution) (**ajr** = Assembly Joint Resolution)
 - (**sb** = Senate Bill) (**sr** = Senate Resolution) (**sjr** = Senate Joint Resolution)
- Miscellaneous ... **Misc**

* Contents organized for archiving by: Mike Barman (LRB) (December/2014)

Assembly

INFORMATIONAL HEARING

Committee on Corrections

The committee will hold a public hearing on the following items at the time specified below:

Thursday, May 30, 2013
10:16 AM
225 Northwest

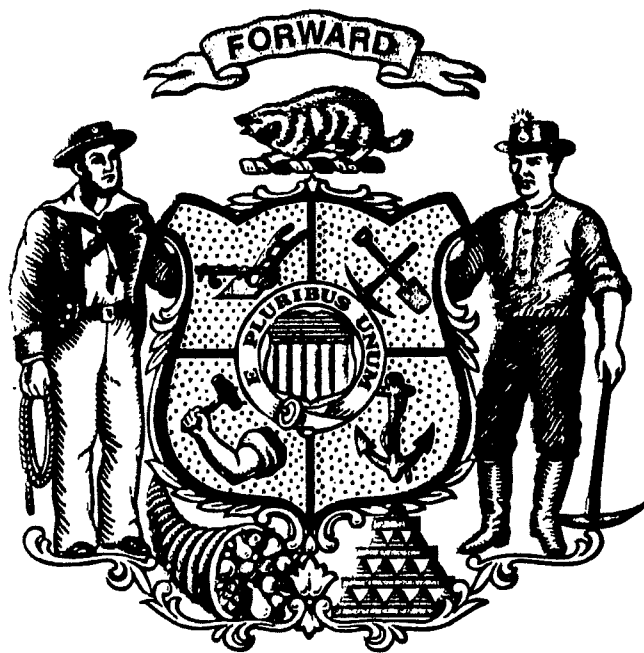
Upon conclusion of the Executive Session

The Committee will have an informational briefing on Treatment and Diversion Programs.

Invited Speakers Only. No public Testimony will be given.



Representative Gary Bies
Chair



**May 30th – Corrections Committee
Informational Hearing and Executive Session**

Members:

Rep. Doyle – Excused

Rep. Kleefisch – Excused

Informational Hearing on TAD (Treatment and Diversion)

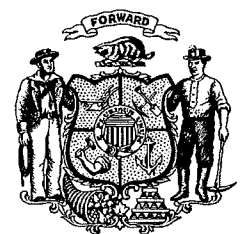
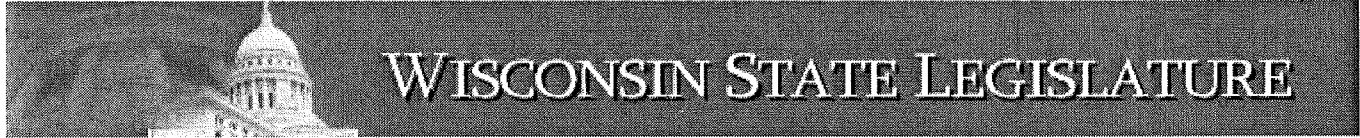
Presenters:

- Ray Luick - TAD Program – Office of Justice Assistance. Mr. Luick (he may have others join him from the Advisory Committee) will give the committee a briefing on the program and the results they've seen
- Jeffrey Altenburg – Deputy District Attorney, Milwaukee County. DDA Altenburg will talk about the county's early intervention program. (Materials submitted)
- David Liners – WISDOM. Mr. Liners will talk about the groups 11 x 15 plan. An effort to reduce our prison population by half by the end of 2015.

Executive Session:

Vote on AB 33 – Substitute Amendment 1

TAD -
Ray Luick - OJA
Tony Straveter - DOC
Lila Schmidt - DHS
Kit Van Stelle - UW



Treatment Alternatives and Diversion (TAD) Program:

Advancing Effective Diversion Programs in Wisconsin

A Collaboration of ...

Wisconsin Office of Justice Assistance

Wisconsin Department of Corrections

Wisconsin Department of Health Services

Thursday, May 30, 2013

Testimony to the

State of Wisconsin Assembly Committee on Corrections

Introduction to TAD

- The Treatment Alternatives and Diversion grant program funds projects that provide alternatives to prosecution and incarceration for criminal offenders who abuse alcohol or other drugs
- The enabling legislation requires cooperation of a three agency partnership including OJA, DOC and DHS to devise a program that uses evidence-based practices and that will be subjected to ongoing evaluation
- Key elements of the evaluation include cost benefit analysis and show a positive return on investment

2005 TAD Legislative Development

- In 2005, Wisconsin Act 25 (SECTION 90m. 16.964) authorized the WI Office of Justice Assistance to administer

“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.”

Overall Intent of TAD

TAD is predicated on the design and principles of what is commonly referred to as a “Community Corrections Act”

... to maximize the use of limited criminal justice resources by establishing a State and Local partnership to implement a continuum of community-based services and intermediate sanctions that will increase efficiencies and result in decreased costs associated with the state and county criminal justice systems... costly jail and prison confinement resources should be reserved for those individuals who pose the greatest risk to the community and who cannot be safely supervised and held accountable in the community.

Principles of TAD

- Statewide program, allowing voluntary participation by a county, multi-county jurisdiction, or federally-recognized tribe.
- Requires establishment of a local, multi-agency / multi-disciplinary oversight committee or board (*Local Criminal Justice Coordinating Council*).
- Encourages decentralized program design and delivery to accommodate for jurisdictional unique needs and demographic factors (urban vs. rural), and allowing the program to be tailored to the unique needs and circumstances at the local level.

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Principles of TAD, continued

- Emphasizes decentralization of authority from the state to local levels of government as a key to cost-efficiency, while maintaining a high degree of accountability;
- Requires public safety through offender accountability, rehabilitation, and recidivism reduction interventions.
- Requires the implementation of a continuum of sanctions and treatment services based on research findings that have demonstrated efficacy in reducing risk for future acts of criminal behavior (evidence-based practices).

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Principles of TAD, continued

- Requires accountability through ongoing multi-disciplinary / agency oversight (OJA, DOC and DHS), to monitor, evaluate, audit and report on meeting stated goals, objectives, and reporting on cost-benefit impact or return on investment of the program.

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Impact of TAD on Treatment Systems

As anticipated, TAD has had an impact on AOD and mental health service systems

Both state-level collaboration and local-level collaborations have improved

TAD has better prepared treatment providers to work with criminal justice clients

The impact has been on all types of problem-solving courts (i.e., mental health courts, veterans courts, OWI courts), not just drug courts

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TAD Evaluation

The evaluation of TAD is a collaborative, multi-year effort that includes process evaluation and outcomes evaluation. Our evaluation partner, Population Health Institute (PHI) also provides ongoing feedback of evaluation findings to project sites and state agencies for the purpose of continuous program improvement.

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Current TAD Sites in Wisconsin

- Initially 24 TAD applications requested a total of over \$14M
- **Adult Drug Treatment Courts**
 - **Burnett County** (in collaboration with the St. Croix tribe)
 - **Washburn County**
 - **Wood County**
 - **Rock County**
- **Adult Diversion Models**
 - **Milwaukee County** (pre-charging diversion and deferred prosecution)
 - **Washington County** (diversion of operating while intoxicated and also offenders entering as an alternative to revocation of correctional supervision)
 - **Dane County** (pre-trial bail diversion in arraignment court)
 - **Ashland and Bayfield Counties** (bail diversion, deferred entry of judgment, and day reporting) – new in 2012

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TAD Evaluation Components

- **Participant Database:** To document characteristics of project admissions, services, and discharges; Each site uploads data monthly to PHI and data quality is monitored
- **Process Evaluation:** Documents project implementation through review of project reports, review of annual site reapplications, annual meetings with site staff, ongoing communication with sites related to program improvement, and survey of evidence-based treatment practices
- **Outcome Evaluation:** Periodic collection of criminal justice outcomes of TAD participants from CCAP (new charges and convictions) and DOC (state prison admission)
- **Cost-Benefit Analysis:** In collaboration with the UW LaFollette School of Public Affairs

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HIGHLIGHTS FROM 2011 TAD EVALUATION REPORT

To access a copy of the full report:

<http://uwphi.pophealth.wisc.edu/about/staff/van-stelle-kit.htm>

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Effectiveness of TAD Model

DOES TAD WORK?

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 have positive impacts on individual offenders, communities, and local service systems.

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TAD Admission and Completion

	Treatment Courts	Diversion Projects	Overall
Admissions 2007-2010	408	1,653	2,061
Average Days in Project	297 days	157 days	182 days
Graduation/Completion Rate	55%	66%	64%

UPDATE SINCE REPORT:

Admissions To Date (January 2007-March 2013)	2,800
Treatment Courts	589
Diversion Projects	2,211

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Criminal Justice Outcomes

Does TAD Divert Offenders From Incarceration?

A total of 135,118 incarceration days were averted by TAD projects during the first four years of operation (86,530 jail days and 48,588 prison days)

Treatment courts averted a total of 43,716 incarceration days and diversion projects averted 91,402 incarceration days

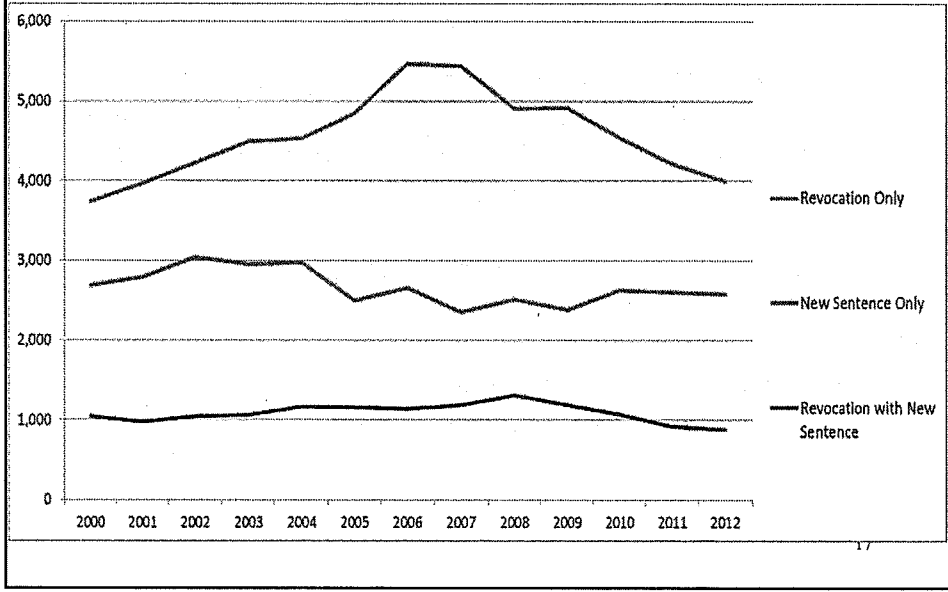
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Does TAD Reduce Recidivism?

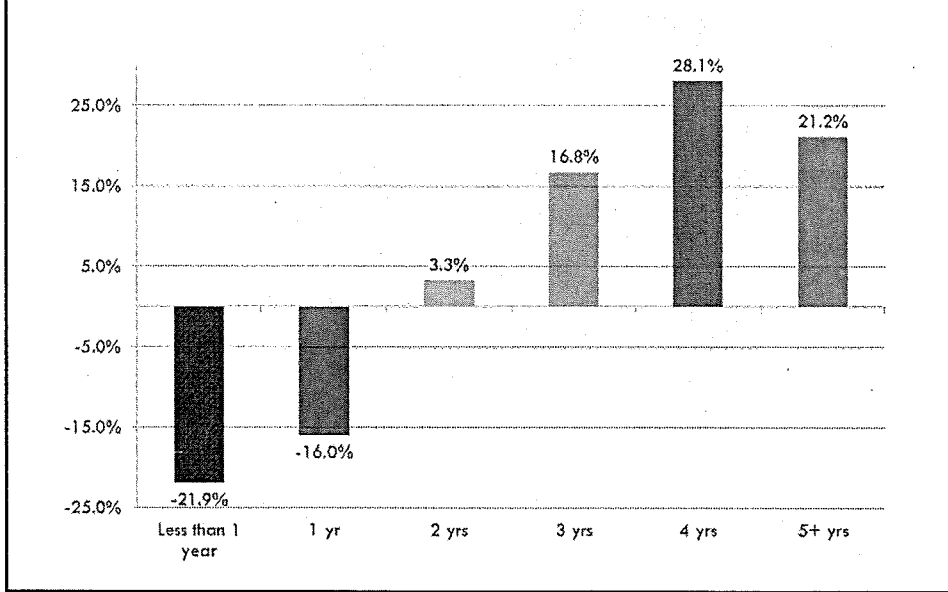
- More than three-quarters of all TAD participants (76%) were not convicted of a new crime after program participation
- Successful completion of TAD treatment reduces the likelihood of a new conviction after TAD
 - 11% of TAD graduates were convicted of a new offense within one year compared to 23% of those who were terminated from TAD projects
- 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

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Admissions to Prison by Admission Type – 2000 to 2012



% Change in Inmate Remaining Term of Confinement December 2007 compared to December 2012

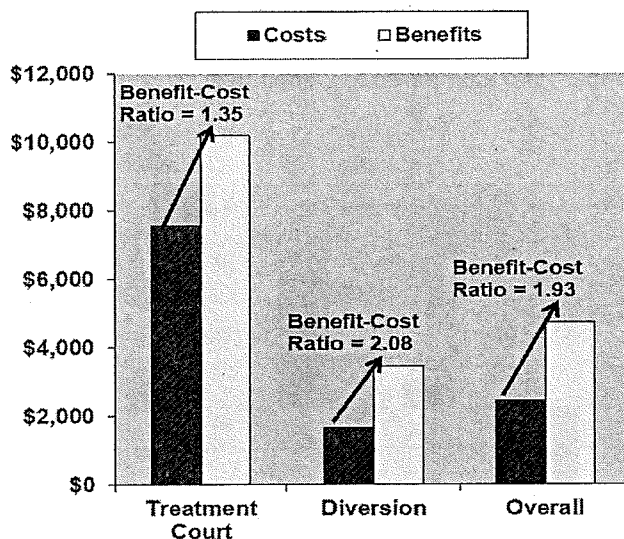


Does TAD Save Money?

Cost-benefit analysis revealed that 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.



The true net benefits of TAD are underestimated in the current analyses because broader benefits (i.e., employment, improved physical and mental health, etc.) could not be included in the analyses.

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Selected TAD Advisory Committee Recommendations for TAD Improvement and Expansion

Based on both the evaluation results and current evidence-based practices, the TAD Advisory Committee developed recommendations for improvement of the TAD program prior to expansion. In addition to the selected recommendations highlighted here, the full list of 2011 recommendations is available in the full evaluation report.

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Selected TAD Advisory Committee Recommendations for TAD Improvement and Expansion

Program Implementation

- Continue to promote and encourage local development of projects that utilize evidence-based practices to address local conditions and needs.**
- Continue to structure TAD as a multi-agency, collaborative effort among OJA, DOC, and DHS.**

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Selected TAD Advisory Committee Recommendations for TAD Improvement and Expansion

Program Implementation (continued)

- **Require projects to incorporate evidence-based practices (EBPs) recommended for correctional populations, substance abuse treatment, case management, criminal risk and needs assessment, drug treatment courts, and judicial processing/ decision-making.**
- **TAD must implement treatment and case management strategies consistent with evidence-based practices, specifically prioritizing the assessed criminogenic needs of moderate and high risk offenders.**

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Selected TAD Advisory Committee Recommendations for TAD Improvement and Expansion

Evaluation and Accountability

- **Continue commitment to comprehensive program evaluation through state and local agency partnerships.**
- **Require a research-based process evaluation targeting critical components to ensure that the project is being delivered as designed.**

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**TAD Advisory Committee and Statewide Criminal
Justice Coordinating Council (CJCC)**

The TAD Advisory Committee recommendations to support modification and expansion of TAD were subsequently presented at a joint meeting of two of the CJCC subcommittees (EBP and problem-solving courts) in April 2013. These subcommittees voted unanimously to move the recommendation forward to the full council.

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**TAD Advisory Committee and Statewide Criminal
Justice Coordinating Council (CJCC)**

The full CJCC council voted unanimously in late April 2013 to approve the following motion:

Motion was made by Director John Voelker seconded by Mark Abeles-Allison to support and encourage efforts that have been undertaken by subject matter experts to expand the eligibility, criteria, and research-based practice fundamentals of the Treatment Alternatives and Diversion program in Chapter 16 of the Wisconsin Statutes.

The vote was: 16 Ayes, 0 No, 0 Abstain

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Joint Committee on Finance

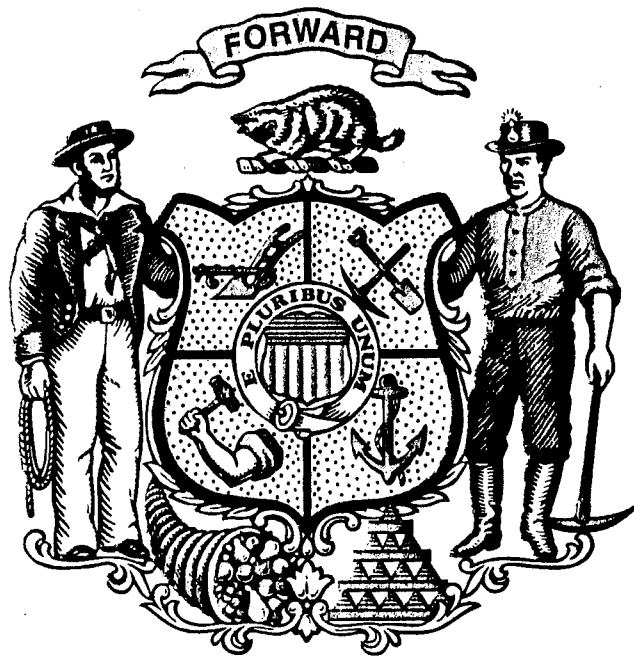
In addition to the roughly \$1,000,000 designated to continue TAD in the proposed biennial budget, on May 23, 2013 the Joint Committee on Finance voted unanimously to approve the following motion to further expand TAD:

“Move to provide \$1,000,000 GPR annually for the Treatment Alternatives and Diversion (TAD) grant program.

Further, move to provide \$500,000 annually to a new GPR annual county drug courts appropriation to provide funding for county drug courts. Require the Department of Justice (DOJ) to provide grant funding to counties that do not currently have a drug court program.” ²⁷

Continued Success Depends on:

- Involvement of current committees
- Continued focus on return on investment
- Consistent, professional and directed evaluation to measure ROI
- Ongoing and consistent technical assistance and partnership activities to support local projects
- Review and action on requests for dedicated funding to support administration and evaluation
- The development of a state strategy for these projects to operate in
- Answer the question: What are **your** goals?
- Action on suggested legislative language changes to facilitate project implementation





TAD Treatment Alternatives and Diversion (TAD) Program: Advancing Effective Diversion in Wisconsin

December 2011

Full reports of evaluation findings are available at
<http://uwphi.pophealth.wisc.edu/about/staff/van-stelle-kit.htm>

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.

DOES TAD WORK?

Yes!

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 have positive impacts on individual offenders, communities, and local service systems.

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 examine the individual outcomes of offenders who participated in TAD projects between January 1, 2007 and December 31, 2010.

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 Provide Evidence-Based Substance Abuse Treatment?

Yes!

TAD has a graduation rate of 64% -- 66% for TAD diversion projects and 55% for TAD treatment courts

Does TAD Divert Offenders From Incarceration?

Yes!

A total of 135,118 incarceration days were averted by TAD projects during the first four years of operation

Does TAD Reduce Recidivism?

Yes!

- More than three-quarters of TAD participants (76%) are not convicted of a new crime after program participation
- Successful completion of TAD treatment reduces the likelihood of a new conviction after TAD: 11% of TAD graduates were convicted of a new offense within one year compared to 23% of those who were terminated from TAD projects
- 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

→ The TAD program has demonstrated that well-coordinated, monitored, and evaluated projects grounded on evidence-based practices (EBPs) deliver fiscal benefits based on costs averted from prison and jail days.

Is TAD Cost Effective?

Yes!

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 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.
- The comprehensiveness of future cost-benefit analyses would 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.

RECOMMENDATIONS FOR CONTINUED SUCCESS

Based on both the evaluation results and current evidence-based practices, the TAD Advisory Committee developed recommendations for improvement of the TAD program. In addition to the recommendations highlighted below, a comprehensive list of recommendations is available in the full evaluation report.

Modify Existing Statutes Related to TAD

- 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/or local advisory committee determine that the offender is otherwise appropriate.
- To expand the current limited scope of standards to include criminal justice EBP principles for correctional populations.

Quality Assurance

Require projects to incorporate evidence-based practices (EBPs) recommended for:

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

State-Level Coordination and Training

- Continue to structure TAD as a multi-agency, collaborative effort among OJA, DOC, and DHS.
- The State of Wisconsin should coordinate and fund (a) solutions to high volume and critical program functions such as drug testing and mental health services 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.

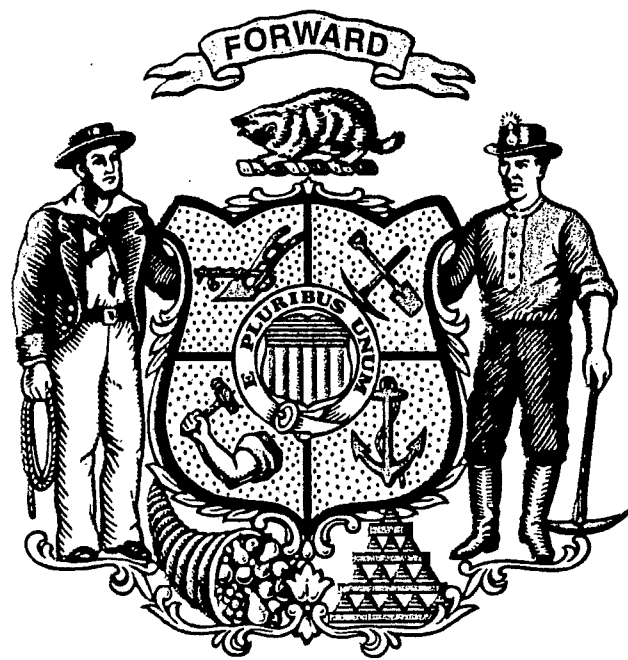
Evaluation and Accountability

- Continue commitment to independent and comprehensive program evaluation through state and local agency partnerships.
- Direct the state agencies responsible for managing administrative data systems to provide evaluation data as part of a shared responsibility.
- Require the development of an accountability system for monitoring, tracking, and utilizing the grant funds and to evaluate grant effectiveness.
- Require a research-based process evaluation targeting critical components to ensure that the project is being delivered as designed.



OJA
OFFICE OF JUSTICE ASSISTANCE

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



WHAT IS THE 11X15 CAMPAIGN?

11X15 For Safer, Healthier Communities is our challenge to the state of Wisconsin to reduce the prison population from about 22,000 inmates to 11,000 by the end of the year 2015. It is a big goal, but not an impossible one.

The corrections system is broken. There is a growing consensus that our current criminal justice system is an expensive failure. It is expensive in terms of money, lives and opportunities that are wasted. It is a failure because it does not achieve the goals of public safety or of rehabilitation.

There are effective alternatives. Wisconsin has many proven programs that provide alternatives to incarceration. They are cheaper; they are more effective in promoting safety and health; they are more just. It is time to expand these programs so they can reach all the people who would be better-served by them.

We invite you to be part of the movement. 11X15 has created a broad movement in our state to reduce our bloated prison population, to end the racial disparities in the criminal justice system, and to treat mental health and addiction problems as public health issues. Your voice can help ensure that this common sense vision becomes reality.

You can learn more about 11x15 and access resources, testimonies, news articles and more by visiting:

www.prayforjusticeinwi.org

YOU CAN BE PART OF THE SOLUTION

There are many things you can do to be part of the 11X15 campaign.

1. Go to www.prayforjusticeinwi.org to learn more about the campaign
2. Get on the WISDOM list for updates, see contact information below
3. Arrange for an 11x15 leader to make a presentation to your organization, congregation, group or class
4. Join an 11X15 committee in your community; be part of local forums; visits to elected officials, etc.
5. Pray for our leaders, that they might have wisdom and prudence; and pray for the people of Wisconsin that we might have the courage and energy to demand justice
6. Join us for local and state events, actions, and assemblies to show our decision-makers that we, the people, demand criminal justice reform.
7. Make a donation to help pay for 11X15 materials and events

As we enter a critical phase in 11X15 we need your support.

Contact us today at:

wisdomwi@sbcglobal.net
414-831-2070

11X15

For Safer & Healthier Communities

An urgent call to reduce Wisconsin's prison population by half
— to 11,000 —
by the end of the year
2015

www.prayforjusticeinwi.org



There are effective alternatives to incarceration

Alternatives to incarceration save money and save lives . . . It's much cheaper to treat people than to lock them up, and you have better outcomes. There is less recidivism, fewer victims, and less use of the justice system. You end up with contributors to society and all of the benefits of that. – WI Circuit Court Judge

What Is WISDOM?

WISDOM is a statewide network of congregation-based community organizations that work to live out their values in the world. It includes:

- MICAH** - Milwaukee County
- RIC** - Racine County
- CUSH** - Kenosha County
- SOPHIA** - Waukesha County
- ESTHER** - Fox Cities & Oshkosh
- JOSHUA** - Green Bay & Brown County
- MOSES** - Madison area
- NAOMI** - Wausau area
- JONAH** - Eau Claire area
- AMOS** - La Crosse area
- RUTH** - Manitowoc County

WISDOM is a 501(c)3 organization and is non-partisan.

The current state of the corrections system in WI

The Department of Corrections now has a \$1.3 billion annual budget (in 1990, it was \$200 million). Wisconsin taxpayers now spend more for prisons than we do for our University system.

A reduction of our prison population to 11,000 would take us back to 1995 levels.

Wisconsin imprisons more than twice as many people as Minnesota, and we pay more than half a billion dollars more for it every year.

About 6% of Wisconsinites are African-American; more than 50% of Wisconsin prison inmates are African-American. The system is deeply flawed and unfair.

Most people in our jails and prisons are non-violent. Most of those suffer mental health and/or addiction issues. Mental illness and substance abuse are public health issues and are not best solved through incarceration.

Visit the [campaign website](#) to learn more and read a [summary of the 2012 Health Impact Assessment](#).

One solution: Invest \$75 million/year in TAD

(Treatment Alternatives and Diversions)

A 2012 Health Impact Assessment by Human Impact Partners and WISDOM, showed that an annual investment of \$75 million in TAD would:

Reduce prison admissions by more than 3,000 each year!

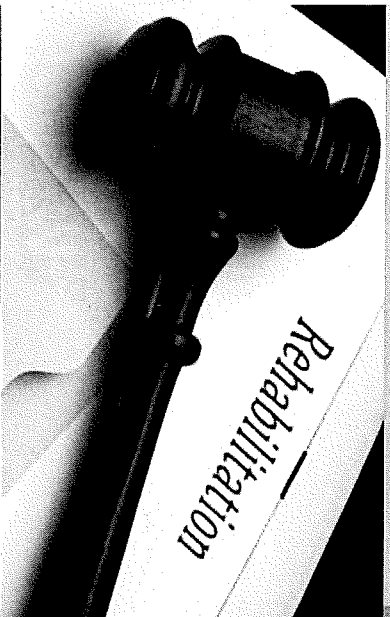
Reduce county jail admissions by 21,000 per year.

Save taxpayer dollars, as Wisconsin saves \$1.93 with each dollar spent on alternatives to incarceration.


Reduce crime. The rate of recidivism is 20% lower among TAD participants than among those sent to jail or prison for the same crimes.

Strengthen families. More than 1,200 parents would stay out of prison and receive treatment, decreasing demand for foster care and increasing child support.

Increase employment. Participants in alternatives are 13% more likely to be employed after the program than they would be if sent to jail or prison.







Rehabilitation

HEALTHIER LIVES, STRONGER FAMILIES, SAFER COMMUNITIES
HOW INCREASING FUNDING FOR ALTERNATIVES TO PRISON
WILL SAVE LIVES AND MONEY IN WISCONSIN

NOVEMBER 2012

EXECUTIVE SUMMARY

Jail is like a criminal school. – Formerly imprisoned Wisconsin man

HEALTHIER LIVES, STRONGER FAMILIES, SAFER COMMUNITIES

Increased investment by Wisconsin in problem-solving courts and other programs to keep low-risk, non-violent offenders out of prison would likely reduce crime, strengthen families and communities, improve public health and begin to correct racial inequities in the state criminal justice system, according to a wide-ranging study of the impacts of alternatives to incarceration. More funding for prison alternatives is also likely to reap significant savings on public safety, health care and social services.

Human Impact Partners, in collaboration with WISDOM, conducted a year-long Health Impact Assessment from October 2011 – October 2012 of the predicted results of increasing funding for state Treatment Alternative Diversion (TAD) programs. These programs include drug and alcohol treatment courts, day reporting centers, mental health treatment courts and other initiatives, all based on the principle that public health issues, such as substance abuse and mental health problems, are at the root of many crimes.

TAD pilot programs were established in seven Wisconsin counties in 2007, but currently get less than \$1 million a year in state funding. The pilot programs have been highly effective at reducing prison recidivism as well as treating substance abuse and mental health issues, but they barely scratch the surface of statewide need. As Wisconsin Circuit Court Judge Lisa Stark notes, in Eau Claire County, “For every one person that we treat now through these (alternative diversion) methods, there are 10 more who could be eligible but instead get sent to prison due to lack of resources.”

But the human impacts – prison terms avoided, families kept intact, lives given a second chance – are only part of the story. *Alternatives to prison will make Wisconsin safer and also save Wisconsin money.*

PRISON IS FOUR TIMES MORE COSTLY THAN TREATMENT

According to the Wisconsin Department of Corrections, the average cost of putting someone behind bars for one year is about \$32,000. But a state report³ evaluating TAD’s first four years found that even in the most expensive alternative programs, the average annual cost per participant is \$7,551. The Wisconsin Office of Justice Assistance estimates that every dollar spent on treatment alternative programs saves almost \$2 in criminal justice costs. By that yardstick alone, increased investment of \$75 million in alternatives to prison would yield an annual savings of almost \$150 million.

Human Impact Partners’ research team included advisors from the state Public Defender’s Office, University of Wisconsin Population Health Sciences, and Community Advocates Public Policy Institute. The team conducted an exhaustive survey of peer-reviewed studies and existing data, including on-the-ground results from the seven Wisconsin counties with TAD pilot programs and the more than 2,500 alternative courts nationwide. HIP also conducted focus groups with former prisoners, non-violent offenders enrolled in TAD programs, judges and others in the criminal justice, social services and public health systems.

For every one person in our county we treat now through these methods, there are 10 more who could be eligible but instead get sent to prison due to lack of resources.

– Treatment court judge

¹ **Human Impact Partners (HIP)** is a non-profit, non-partisan organization in Oakland, Calif., that conducts Health Impact Assessments, a research tool that uses data, original investigation and stakeholder input to determine a policy or project’s impact on the health of a population.

² **WISDOM** is a Wisconsin grassroots network of about 145 religious congregations of 19 different faith traditions who work together to speak as a common voice on issues of social justice.

³ **Treatment Alternatives and Diversion (TAD) Program: Advancing Effective Diversion in Wisconsin.** Wisconsin Office of Justice Assistance, Wisconsin Department of Corrections and Wisconsin Department of Health Services, December 2011.

\$75 MILLION FOR WISCONSIN TAD PROGRAMS		
Impact	TAD Program Effect	Projected Outcome
REDUCE COST	Decrease prison admissions	3,100 (nearly 40%) of the 8,000 prison admissions each year will be eligible for TAD programs
	Decrease jail admissions	21,000 (nearly 10%) of the 227,000 jail admissions each year will be eligible for TAD programs
	Decrease re-incarceration	Recidivism would be 12% - 16% lower for non-violent offenders in TAD programs
REDUCE CRIME	Decrease recidivism	20% fewer crimes would be committed by participants in TAD programs (1,100 fewer crimes over 5 years)
INCREASE RECOVERY	Improve access to treatment	All eligible offenders would have access to drug court treatment programs
	Improve efficacy of treatment	Drug court participants would have double the rate of recovery than those in minimal treatment
STRENGTHEN FAMILIES	Increase number of families that remain intact	Between 1,150 – 1,619 parents could stay out of prison and receive treatment
IMPROVE ECONOMIC OPPORTUNITY	Increase likelihood of employment	13% more non-violent offenders with substance abuse issues would be employed

We found strong evidence of an array of likely benefits from increased funding. We are confident in predicting that by raising funding for prison alternatives to \$75 million a year, Wisconsin is likely to:

- **Reduce the prison and jail population.** In September 2012, 21,713 people were in Wisconsin state prisons – 4,600 more than the facilities' permitted capacity. Of the approximately 8,000 people sent to prison in the state each year, at least 3,115 would be eligible for alternative diversion programs. Of the approximately 227,000 jail admissions per year, about 21,000 would be eligible.
- **Reduce crime.** Graduates of alternative programs commit fewer crimes than ex-prisoners. We project that 20 percent fewer crimes would be committed by the low-risk, non-violent offenders who qualify for expanded TAD programs. Over five years, this would mean about 1,100 fewer crimes committed in Wisconsin.
- **Make Wisconsin safer.** TAD programs are not designed for those who pose a danger or serious threat to others in the community, and graduates of TAD programs are less likely to commit another crime. Expanded TAD programs will not mean fewer violent criminals behind bars. On the contrary, it will let the law enforcement system focus on preventing violent crime.
- **Improve recovery from substance abuse.** Drug offenders and drunk drivers accounted for 80 percent of the growth in Wisconsin prisons since 1996. Drug courts are six times more likely than prison programs to keep offenders in treatment long enough for them to get better.
- **Improve mental health.** Mental health courts, which focus on diagnosing and treating disorders that can lead to crime, have been found to reduce the future likelihood of psychiatric hospitalization and jail time for graduates of their programs.
- **Keep ex-offenders from returning to prison.** After just two years, only half of those released from Wisconsin prisons successfully reintegrate into society, but more than 80 percent of graduates from TAD programs do not return to jail or prison.
- **Strengthen families.** Increased TAD funding would mean that between 1,150 and 1,619 Wisconsin parents would not be imprisoned each year, meaning fewer single-parent families, fewer children placed in foster care and brighter futures for the children of offenders.

“DRUG COURT SAVED MY LIFE”

In focus groups held in Milwaukee and Madison, we asked offenders enrolled in TAD programs, judges and social service providers what they want those who set state policy to know. Resoundingly, they all wanted decision-makers to get the fact that alternatives are cheaper than prison and better at protecting public safety. They said that alternatives to prison are better for offenders, their families, and their communities. Said one judge:

Alternatives to incarceration save money and save lives . . . It's much cheaper to treat people than to lock them up, and you have better outcomes. There is less recidivism, fewer victims, and less use of the justice system. You end up with contributors to society and all of the benefits of that.

One ex-offender said simply: “Drug court saved my life.”

The impact of prison on families is also heart-wrenching.

In our focus groups, parents who had been prisoners reported feeling like failures, and missing large portions of their children's lives. Most also reported that their children had cut off all contact for a portion of time, or forever. In some cases, parents lost custody of children due to the substance abuse and mental health issues that led to their crimes. One judge said: “Keeping kids with parents, even if they're not the best parents, as long as they are safe – the outcomes are always better to remain with parents.”

Tragically, parents who go to prison also endanger their children's life prospects: Studies have found that children with parents in prison are significantly more likely to fail at school or drop out, and nearly half of boys who before age 10 had a parent imprisoned were convicted of a crime as adults.

RECOMMENDATIONS

Based on the overwhelming evidence, the Health Impact Assessment research team and Advisory Committee make these recommendations.

- Beginning in FY 2013, expand state funding of TAD programs to \$75 million a year.
- Allocate an additional \$20 million per year to TAD programs statewide to improve mental health, jobs, substance abuse, and family services.
- Redefine eligibility criteria for TAD programs to include those who have their parole revoked, those with serious substance abuse or mental health issues, and create a sliding risk assessment of addiction and ensuring that all racial groups are given proportional access to their involvement in the criminal justice system.
- Give parents priority access to TAD program slots.
- Continue to conduct annual standardized statewide evaluations of all problem solving courts and diversion programs with more detailed outcome measures.⁴

To read the full Health Impact Assessment, go to www.prayforjusticeinwi.org

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⁴For a complete list of recommendations and further explanation, see Chapter 6.